

The University of Chicago

THE DEVELOPMENT
OF TEACHER-EDUCATION IN
MICHIGAN

A PART OF A DISSERTATION SUBMITTED TO
THE FACULTY OF THE DIVISION OF THE
SOCIAL SCIENCES IN CANDIDACY FOR
THE DEGREE OF DOCTOR OF PHILOSOPHY

DEPARTMENT OF EDUCATION

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CHAPTER I

INTRODUCTION

In his annual report on education to the Legislature of Michigan in 1837, John D. Pierce said:

The great object is to furnish good instruction in all the elementary and common branches of knowledge, for all classes of the community, as good indeed for the poorest boy of the State, as the rich man can furnish for his children, with all his wealth. The object is universal education--the education of every individual of all classes. But the most perfect organization of the entire system in all the varied departments of instruction must fail of securing the desired results without a sufficient number of competent teachers.¹

The present study has grown out of an interest in the means by which a "sufficient number of competent teachers" may be provided for the schools of the state. A brief statement of the purpose, significance, scope, and method of the study appears in this introductory chapter.

Purpose of the study.--The chief purposes of this investigation are (1) to describe the teacher-education program in Michigan and, (2) to identify the major problems which the state must face in developing a program for the preparation of teachers to meet future demands. The "teacher-education program" is considered to include (1) provisions for teacher-education in state-approved institutions, and (2) provisions for continued preparation of teachers in service. To achieve the foregoing purposes it will be necessary: (1) to describe the provisions for teacher-education in Michigan from its beginning to the present time; (2) to analyze Michigan's present teacher-personnel and compare it with the teacher-personnel in other states; (3) to discuss Michigan's teacher-education program in the light of the judgments of recognized leaders in the field; (4) to describe and compare the present-day curriculums in institutions preparing teachers in the state; and (5) to identify the fundamental problems inherent in a planned program for teacher-education for Michigan.

¹State Superintendent of Public Instruction, Report, 1837, p. 17.

Significance of the study.--The significance of the study is to be found not only in the size and complexity of the task of supplying an adequate number of well prepared teachers but also in the fact that no complete study of the problem has yet been made in Michigan. Many changes which have been made in the state program for teacher-education have been the result of political pressure, competition between educational institutions, strong leadership on the part of interested individuals, or the rapid growth of the public school system in the state. In recent years some changes have grown out of the findings of systematic investigations of limited phases of the problem. A statement made in a recent report about teacher-education in general is particularly applicable to Michigan:

Thus, from its inception, teacher education has been a serious concern of educators and at least a reasonable concern of statesmen. Its growth and development have been watched, allowed to drift, and at times guided by serious study, much as has been true of other social, business and governmental enterprises.¹

By presenting a clear picture of the teacher-education program, and by identifying the major issues inherent in a planned program for the future, this study should aid future development in teacher-education not only in Michigan but in other states where similar conditions obtain.

Previous studies.--Among the studies related to teacher-education in the state, which have been made in the past, seven deserve especial attention. Putnam's² history of the Michigan State Normal from 1849 to 1899 is an interesting account of the founding and growth of the first normal school in the state. He does not, however, attempt a study of the problem of preparing teachers for the public schools. A similar limitation obtains in Whitney's³ history of the professional preparation of teachers at the University of Michigan from 1879 to 1929. In his study,

¹Payson Smith et al., Proposal for a Study of Major Issues in Teacher Education. A report prepared by the subcommittee on Teacher Education Problems, appointed by the American Council on Education, 1937.

²Daniel A. Putnam, A History of the Michigan State Normal School (now Normal College), 1849-1899. Ann Arbor: George Wahr, 1899.

³Allen S. Whitney, History of the Professional Training of Teachers at the University of Michigan for the First Half-Century, 1879-1929. Ann Arbor: George Wahr, 1929.

limited to one teacher-education institution, Whitney describes the conditions under which the department of teacher-education was organized at the University of Michigan and discusses the successive steps in the development of this department from its beginning to 1929.

In 1922 Hutchinson¹ studied the history of the certification of teachers in Michigan from 1827 to 1922, but limited the study to a consideration of the legal provisions for granting teachers' certificates. In the same year Moehlman,² at the request of the state board of education, surveyed the needs of Michigan normal schools, using a combination of the personal inspection and the questionnaire methods. He described the professional preparation of the teaching staff, the enrollment, the number of graduates, the expenditure, the plant facilities, and the general growth of the normal schools for the period from 1910 to 1921 inclusive. On the basis of his findings in the survey and of contemporary estimates of the supply of and the demand for teachers in the state, Moehlman submitted a list of recommendations concerning the support and management of the state normal schools. His study has limited value when considering a state program for teacher-education because it deals only with the four state teachers colleges which prepare approximately one-third of the teachers certificated by the state each year.

Flokstra's³ thesis, written in 1932, is the only historical study to date which includes all of the state normal schools from their origin to the present decade. The data for this thesis were secured largely from the reports of the state superintendent of public instruction and from the reports of the state board of education. It is limited to a consideration of legislation for the establishment and control of the normal schools and to the regulations controlling teacher-certification.

¹Llewellyn G. Hutchinson, "The History of the Certification of Teachers in Michigan." Unpublished Master's thesis, Department of Education, University of Chicago, 1922.

²Arthur B. Moehlman, A Survey of the Needs of the Michigan Normal Schools. Lansing: State Department of Public Instruction, 1922.

³Lambert J. Flokstra, "The Development of State Normal Schools in Michigan." Unpublished Master's thesis, Department of Education, University of Chicago, 1932.

The Michigan Council of Teachers College Presidents¹ in 1934 submitted to the state board of education a brief report bearing on the origin, legal status, control, and development of Michigan state teachers colleges. This report surveys briefly the growth of school enrollments in Michigan and indicates the part Michigan teachers colleges have played in meeting the demands caused by this growth. It also includes a brief discussion of the legal status, the control, the preparation of teachers, and the budgets of the state teachers colleges. The limitations of this report are to be found in the obvious attempt to present the teachers colleges in the most favorable light.

The committee on teacher-preparation, appointed by the Michigan Conference of City Superintendents in 1931, made two reports which have been published as bulletins by the Michigan Education Association. The first of these reports² was published in 1933 and presents an excellent study of the supply of and the demand for teachers in Michigan. This study was made by Eugene B. Elliott, now state superintendent of public instruction, then research assistant at the University of Michigan. Replies from questionnaires sent to Michigan city superintendents, county commissioners, teachers, and placement officers of teacher-education institutions furnished one part of the data for this study. The other part was furnished by the United States census reports, the annual reports of the state superintendent of public instruction, and the reports of the state board of education. The estimated teacher demand for 1940 was based on the population trends in the state. Suggestions are offered as to possible solution to the problem of balancing the supply with the demand.

This study, although a very good analysis of the problem of supply and demand at the time it was made, does not consider other phases of the teacher-education problem. It should be of considerable value to the state in developing a planned teacher-education program, because it not only presents an abundance of significant factual data but also lists deductions which result from interpretation and study of these data.

The Study of the Certification and Training of Teachers

¹The Michigan State Teachers Colleges. Lansing: State Board of Education, 1934.

²The Supply of and the Demand for Teachers in Michigan. Bulletin 26, Michigan Education Association, 1933.

in Michigan, published in 1937, was the second report of the committee on teacher preparation.¹ This report is presented in three parts. Part I considers the certification and education of Michigan teachers during the period from 1926 to 1931. This section shows the number and types of certificates issued to graduates of the various teacher-education institutions, discusses the facilities for teacher-preparation in the state, and includes a chapter on teacher-education practices in thirty states. The data for this study were secured through an analysis of the reports of the state board of education, the reports of the state department of public instruction, information received from questionnaires sent to teacher-education institutions in the state, and from questionnaires sent to the state superintendents of public instruction in thirty states. Part II presents the trends in certification in Michigan as shown by a study of the practices during the period from 1931 to 1936. These data were secured from the state laws dealing with teacher-certification, the minutes of the state board of education, and the reports of the state department of public instruction. Part III consists of a copy of the Teachers' Code which was adopted by the state board of education in 1936. Although this report presents facts concerning the preparation and certification of teachers over a five year period, it has limited value since no attempt was made to identify or to discuss critically any of the problems inherent in a planned program of teacher-education.

None of the investigations which have been reported attempted a scientific study of the development of teacher-education in Michigan. Each has been concerned with a limited phase of the problem. Before any sound conclusions or recommendations can be made relative to a future state program it is necessary to consider the problem in its entirety. The present study is carried on with this purpose in view.

Scope of the study.--The present investigation is limited to a study of the programs involved in the preparation of teachers for the public elementary and secondary schools in Michigan. The "elementary and secondary school" is interpreted to include that section of the schools beginning with the kindergarten and

¹The Certification and Training of Teachers in Michigan, Bulletin 27, Michigan Education Association, 1937.

extending through the junior college. The junior college is included as a part of the secondary school because (1) junior colleges were teacher-education agencies for a short period of time, (2) the secondary school period is now commonly considered to end with the first two years beyond high school, and (3) the new Teachers' Certification Code, which goes into effect after June, 1939, provides for the certification of junior college teachers by the state board of education. The term "teacher" is considered to include only classroom teachers in the elementary and secondary school.

The study covers the period from the organization of Michigan Territory to the present time. Economic, geographic, and sociological factors have been studied in so far as they may have an influence on a planned program for educating teachers. All state institutions, private and denominational colleges, and municipal schools which are or have been engaged in preparing teachers for Michigan schools, are included in the study. The growth and development of the public school system is included because the quality of teacher-preparation and the number of teachers needed depend upon this growth and development. The teaching staff for 1936-37 is analyzed and compared with the teaching personnel in certain other states in the Union. Special attention is given to teacher-education curriculums, in-service education of teachers, and teacher employment conditions. Other problems studied are related directly or indirectly to the major purpose of the study.

Sources of data.--All available primary data relating to this study have been carefully analyzed. Since no one source of data proved sufficient it has been necessary to utilize all of the types of data available to secure adequate information for the study. The chief sources of primary data were:

1. The annual and biennial reports of the state superintendent of public instruction. These reports contain (1) a summary of the latest legislation relating to schools, (2) a statement of the legislation most needed at that time, (3) statistical data which have been collected from the school districts of the state, (4) annual reports of the county commissioners of schools, and (5) reports from the institutions of higher education in the state. Every report issued from 1837 to 1937 was available for study. These reports, however, did not furnish all of the infor-

mation needed about the schools and, in some instances, the accuracy of the data reported may be questioned.

2. The constitutions, school codes, and session laws of Michigan. These sources furnished information concerning the legal basis for schools and the certification of teachers. They also reflect the attitude of the people toward public education.

3. Records on file in the office of the State Teachers' Retirement Fund. These records made it possible to analyze the teaching staff in the public schools for the year 1936-37. They contained information relative to the age, training, certification, tenure, and salaries of teachers in the public schools.

4. The Michigan Historical Collections. These source materials furnished data concerning the early history of education in Michigan which were not available elsewhere. Much of the information contained in the forty volumes of this collection, however, is secondary source material and is written in such vague terms that it proved to be of little value to the present study.

5. Catalogs of teacher-education institutions. These sources furnished information concerning the courses offered for the preparation of teachers and, in some instances, information concerning selective policies followed by the institution in admitting students to these courses. Visits to the institution served as a means of checking the accuracy of the catalog statements as well as an opportunity to discover some of the more significant local provisions relative to teacher-education.

6. Records on file in the office of the state department of public instruction. These records were used to secure statistical data which were not included in the superintendent's reports. This source was especially valuable in supplying data for the past two years since the latest superintendent's report included data for 1935 to 1937 inclusive.

7. The minutes of the state board of education. These minutes furnished information concerning the board's actions relative to approval of teacher-education institutions, teacher-preparation curriculums, types of teachers' certificates, and requirements for certification.

8. Records of teacher-education institutions. These records furnished data concerning enrollment in teacher-preparation courses, the number of students receiving teachers' certificates, and the percentage of those receiving certificates who were placed

in teaching positions.

Other sources which proved to be valuable were: (1) The Michigan Manual, which is published annually by the Secretary of State. This manual includes pertinent facts relating to education in Michigan; (2) court decisions; (3) the statistical abstract of the United States; (4) the United States census reports; (5) the House and Senate Journals; and (6) Bulletins from the United States Office of Education.

It was necessary to use secondary sources for the purposes of (1) tracing the early development of education in Michigan, (2) identifying factors which were influential in directing the course of this development, and (3) showing the trend of educational thought. The chief secondary sources used were:

1. Histories of the early development of Michigan. These supplied information concerning the history of education in Michigan which was not available in primary sources.

2. Reports of previous studies related to teacher-education in Michigan. These reports provided suggestions concerning the technique of attacking certain phases of the problem, supplied data in some instances, and furnished a basis for comparison of findings.

3. Bulletins from schools and from the state department of public instruction. These bulletins were not of equal value. Some described educational practices, some gave detailed explanation and interpretation of school laws or regulations, and others were in the form of statistical reports.

4. Histories of teacher-education agencies. These sources reflect the changing attitude of the people toward education, aid in building up the historical background of the present teacher-preparation program, and throw interesting sidelights on the different stages in the development of teacher-education.

Methods of utilizing sources.--The general method employed was that of reading and analysis. Facts which seemed to have a bearing on the historical development of the educational system, on the common practices of teacher-preparation agencies, on a divergent local practice of unusual significance, or on some major problem of teacher-education were recorded for future use. Statistical data were tabulated on large card-board sheets to facilitate both the collecting and the future use of the data.

It was necessary to employ various methods during the

course of the study. Letters of inquiry were sent to the directors of teacher-education in the state teachers colleges and to the heads of the departments of education in other teacher-education institutions. These letters requested information relative to the present enrollment in teacher-education courses, the qualifications of the teaching staff, the number and types of certificates issued to graduates during the past decade, selective policies of admission to teacher-preparation courses, educational courses in process at the time the letter was received, the placement of teachers, and the major problems which each institution faced in carrying out its teacher-education program. These institutions, with the exception of the county normals, were visited later to secure information not received in reply to the letter of inquiry. Only one county normal was visited because all of the county normals are subject to rigid regulations and requirements set up by the state board of education, and therefore show little variation in practices. During these visits it was possible to secure more detailed information concerning local practices and to look over the facilities for teacher-preparation. Provisions for practice teaching and the selective admission policies were given especial attention.

Articles in periodical literature and other publications by leaders in the field were studied in order that Michigan's teacher-education program might be discussed in the light of the judgments of its leaders. Reports of investigations of teacher-preparation in other states were carefully studied so that the Michigan program could be compared with the progress in those states. A general study was made of the sociological and economic factors which might be expected to influence the future growth of the public schools in the state. One of the obvious issues in any planned teacher-education program is the future demand for teachers and one of the major factors which determine the future demand for teachers is the growth of the public school system.

Every opportunity was utilized to talk with state school inspectors, members of the state department of public instruction, heads of departments of education in teacher-education institutions, and the presidents of the state teachers colleges concerning the problems which Michigan faces in developing a planned program for teacher-preparation. The opinions of these educational leaders were tabulated and used in conjunction with the

judgments of nationally recognized leaders in the field as aids in identifying the major problems inherent in a planned teacher-education program in Michigan.

Some discrepancies were noted in the statistical data included in the reports of the state superintendent of public instruction. Whenever two reports did not agree on some item of data the later report was selected as the more accurate on the assumption that it probably included more individual reports and that errors which had appeared in the earlier reports had been corrected.

Organization of the report.--This essential portion of the present study consists of five chapters. The introductory chapter deals with the purpose, significance, and scope of the study and indicates the sources of data and methods of utilizing them. Chapter five presents the different provisions which have been made in the state for the professional education of teachers. Chapter seven includes an analysis of the teaching staff in the Michigan public schools for 1936-37. This analysis deals with the education, age, tenure, sex, marital status, and salary of teachers employed in the public schools for that year. This chapter also includes a brief study of the future demand for teachers in Michigan schools. Chapter eight describes the teacher-education curriculums and the preparation of the teaching staff in Michigan teacher-education institutions. Chapter nine presents the trends and problems revealed by the study.

CHAPTER V

PROVISIONS FOR TEACHER-EDUCATION IN MICHIGAN.

A complete discussion of the provisions made for preparing teachers in Michigan would necessarily include the development of teacher-education institutions. The treatment in this chapter, however, is limited to the trend in Michigan in providing opportunities for candidates for teachers' certificates to secure professional education and for teachers in service to increase their preparation for their work. A detailed discussion of the development of teacher-education institutions in the state will be given in Chapter VI.

Provisions for Pre-service Education

Early provisions for professional preparation.--The first attempts to offer professional instruction to teachers in Michigan were reported in 1834:

About 1834 the first attempts seem to have been made to give professional instruction to teachers. In the Michigan High School in Detroit a department was opened 'for the education of common school teachers in the art of teaching'; (Journal and Advertiser, March 21, April , 1834) while about the same time a young ladies school in Ypsilanti solicited patronage, as particular attention was given to those who wished to qualify themselves for teachers. (Journal and Advertiser, September 26, 1834.)¹

Teacher-education in secondary schools.--During the sixteen year interval between the time when Michigan set up the legal machinery for a public school system and the founding of her first state normal school, and for several years after the normal school had been organized at Ypsilanti, very few well-prepared teachers were available. Under these conditions it was only natural that school men and educational leaders should turn to the branches² of the university, the union schools, and the high

¹Michigan Historical Collections, VII, 43.

²The branches of the university were preparatory schools for the university, set up in various parts of the state by the board of regents of the university and the state superintendent of public instruction.

schools for assistance in preparing teachers for the public schools. In 1838 Superintendent Pierce¹ suggested that "departments be set up in the branches of the University for the training of teachers for the primary schools." He also proposed that 10 per cent of the income from the permanent school fund should be appropriated for this purpose. There is no record, however, of any action being taken on this proposal.

In 1841 Pierce wrote: "Until a regular school for teachers shall be established in the state, it is right that one or more of the branches make teaching a part of its instruction."² Superintendent Sawyer expressed a similar opinion in 1842:

This is conceived to be one of the most cogent reasons that can be addressed, in favor of the branch system. Merely as preparatory seminaries for an admission to the main University, branches could hardly claim an expensive support out of the public fund; but as the means of giving to the State qualified teachers for the common schools, every consideration unites to have them sustained.³

Sawyer goes on to echo Pierce's statement that "until a regular school for teachers shall be established in the state, it is right that one or more of the branches make teaching a part of its instruction."⁴

The prevalence of teacher-education classes in the early secondary schools is evidenced by the number of institutes, union schools, and branches that reported such classes in their annual reports to the state superintendent of public instruction. Limited space permits only a few selections from these reports.

In 1852 the Romeo branch of the university reported:

During the fall term particular attention is given to a class of young ladies and gentlemen desirous of qualifying themselves for teaching. This class is reviewed in all the studies usually pursued in primary schools. Frequent lectures are given upon subjects connected with their profession, and no pains are spared to enable them to become able and efficient instructors. Those who are found qualified are, if desired, furnished with schools. The number of students connected with this department was 57; who during some part of the year, were engaged in teaching common schools.⁵

Battle Creek Union School reported that "classes for the benefit of those preparing to teach are formed during the Spring and Fall terms."⁶ A report from Olivet Institute read as follows:

¹State Superintendent, Report 1838, p. 30.

²Ibid., 1841, pp. 287-88. ³Ibid., 1842, p. 80.

⁴Ibid. ⁵Ibid., 1852, p. 280. ⁶Ibid., 1853, p. 170.

"A teacher's class of nearly fifty has been conducted through a thorough review of the various branches usually taught in common schools, accompanied with a course of practical lectures on teaching."¹ Dickinson Institute reported:

A Normal Class has been organized in the Dickinson Institute for the past five years, and is regularly maintained. It is taught every term, our school year comprising three terms,--Fall, Winter, and Spring. We continue the Normal Class from ten to twelve weeks. . . . We have had the constant assistance of a graduate from one of the Massachusetts Normal Schools.²

Similar reports were made concerning the high schools at Jackson, Adrian, Flint, Grand Rapids, Niles, Kalamazoo, Tecumseh, Portland, Dowagiac, and Union City. Raisin Valley Seminary also reported a "Teachers Class."

In 1853 the state superintendent of public instruction reported that the teachers classes were "now common in most of our high schools and colleges," but that the state still refused to assume any responsibility for them.³ In 1863 the superintendent reported: "It is the purpose of the superintendent to prepare at some early day a circular . . . proposing to the schools concerned some uniform plan of instruction for the teachers' classes."⁴ In this same year the state board of education passed a resolution concerning the certification of teachers who received their preparation in the high school teachers' classes and proposing a possible source of financial support for these classes, to be presented to the state legislature. This resolution, if it had been passed by the legislature, would have created a provision similar to the present county normal school. The resolution read as follows:

That a memorial be also prepared in the name and behalf of the Board asking the authority be granted to the Board to accept and appoint Normal Classes in such high schools as they may deem it expedient. Said classes to be taught in such courses and under such regulations as the Board may establish and authority also for granting State certificates to such teachers as may satisfactorily complete the course of study prescribed Also that such income of the Swamp Land Fund as belongs by law to the Primary Schools be asked to be appropriated to the preparation of teachers for the Primary Schools in and by such Normal Classes.⁵

¹Ibid., 1864, p. 30.

²Ibid., 1863, p. 71.

³Ibid., 1853, p. 181.

⁴Ibid., 1863, p. 71.

⁵Minutes State Board of Education, January 6, 1863.

The legislature, however, did not see fit to take such action.

In 1865 the report of the state superintendent points out the value of teacher-education in the high schools: "Again, the influence of these graded schools has been felt in the more remote districts. Many of their best teachers have been educated in these schools."¹ Similarly in 1868 the state superintendent reported:

Notwithstanding the efficiency of the Normal School, and the wide influence it is exerting, and the number of trained teachers it is sending out, yet there remains a great lack of competent instructors. This want is partially met by the numerous Union Schools sending out hundreds of teachers, trained as thoroughly as they can be in such schools. The good that our Union Schools are doing, in elevating the standard of teaching in all the schools, by fitting teachers to do more efficient work, cannot be over-estimated.²

The secondary schools, therefore, played an important role in the preparation of teachers during the early years of the state when the demand for teachers far exceeded the supply and before the other teacher-education institutions had sufficiently developed to supply the needed teachers.

Teacher-education in non-public institutions.--Provisions for teacher-education by non-public institutions appear in Michigan as early as 1850. In that year Olivet Institute reported:

A teachers' class was formed at the beginning of the fall term, and continued for seven weeks, during which the members were taken through a thorough course in all the branches usually taught in the common school, accompanied with lectures on various topics connected with teaching. Such a class will be formed at the commencement of the fall term each year, and is designed especially to fit teachers of common schools for their employment.³

In 1852 the state superintendent reported concerning the Misses Clark's school at Ann Arbor, that "up to the present time it numbers 433 different pupils, of whom ninety-four have become teachers, principally in our common schools."⁴

In 1858 Kalamazoo College reported to the state superintendent:

A two year course, having two not very long sessions each year--Spring and Autumn--with lectures and studies and exercises as have a more particular connection with the art and

¹State Superintendent, Report 1865, p. 6.

²Ibid., 1868, p. 164. ³Ibid., 1852, p. 201.

⁴Ibid., p. 286.

business of teaching. Most of the studies required to prepare teachers for their work can be pursued in the other departments; but a regular normal course, embracing general reviews, will be maintained here.¹

In the same year Olivet Institute again reported concerning their teacher-education course, that "a large number of teachers annually avail themselves of the advantage thus offered, to fit themselves for their work."²

Two years later Disco Academy reported:

In this institution the primary scholar can advance and qualify himself for teaching. . . . A teachers' Class is always open for the benefit of School Teachers, in which they can enter, review their studies, and be thoroughly drilled in the branches required to be taught in our Primary Schools.³

That year the Wesleyan Seminary and Female College at Albion, Michigan, announced: "Gentlemen and ladies, who are preparing themselves for teaching, will receive, in the fall term, in addition to the ordinary instruction in the recitation room, special instruction in regard to the theory and practice in this profession, and in all subjects necessary for their thorough qualifications as teachers."⁴ At the Young Ladies Seminary and College Institute at Monroe, Michigan: "Special instruction is given in the Theory and Practice of Teaching, the object being to prepare those who design to be teachers to teach intelligently and successfully, to know what are the motives and means of good school keeping."⁵ Similar provisions for teacher-education were reported at Hillsdale College,⁶ Raisin Institute,⁷ Albion College,⁸ and many other colleges, academies, and institutes in the state. The urgent demand for teachers, therefore, forced the non-public institutions to introduce teacher-education as a part of their regular course of study.

Establishment of the state normal school.--In 1849 the state legislature, realizing the responsibility of the state to supply teachers for the public schools and stimulated by the urgent necessity of producing more well prepared teachers, authorized the establishment of a state normal school for the exclusive

¹Ibid., 1858, p. 403. ²Ibid. ³Ibid., 1860, p. 192.

⁴Ibid., p. 228. ⁵Ibid., p. 217.

⁶Ibid., 1859, p. 197. ⁷Ibid., 1862, p. 61.

⁸Ibid., p. 40.

purpose of preparing teachers for the public schools of the state.¹ This school was located at Ypsilanti and first opened its doors to students in 1853.² From its beginning the normal school was very popular and during the time which it served as the only normal school in the state it prepared a large number of teachers. Its size and location, however, limited the service it could give to the schools.

Teacher-education at the University.--In 1856 President Tappan, in his report to the Regents, stated that one of the purposes of the university was "to raise up instructors of the proper qualification."³ Two years later an "advanced class in the ancient languages was announced for teachers in the union and high schools."⁴ In 1860 J. M. Gregory, State Superintendent of Public Instruction, gave two lectures a week for a period of several weeks at the University on the "principles and philosophy of education, and the organization, management, and the instruction of schools."⁵

In 1874 and again in 1878, President Angell, of the University of Michigan, suggested to the board of regents that "some instruction in pedagogics would be very helpful" to the members of the senior class at the university.⁶ These suggestions, supported by the recommendation of the faculty of the university, caused the board of regents to adopt the following resolution: "Resolved, That in accordance with the recommendation of the Faculty of the department of Literature, Science, and the Arts, a chair of the Science and Art of Teaching be and is hereby established in this University."⁷ This action by the Regents in 1879 created the first permanent chair devoted exclusively to the education of teachers in any American college or university.⁸ The chair of

¹Public Acts of Michigan, 1849, sec. 1.

²Michigan State Normal School Catalog, 1853.

³Burke A. Hinsdale, History of the University of Michigan, p. 62. Ann Arbor: University of Michigan, 1906.

⁴Ibid.

⁵Ibid.

⁶School of Education Catalog, 1922-23, p. 14. University of Michigan.

⁷Ibid., p. 13.

⁸State Superintendent, Report 1879, p. 17.

of the Science and the Art of Teaching grew into a department of education in 1907 and later, in 1922, by authority granted by the state legislature, into a School of Education.¹ The University of Michigan was, therefore, one of the leaders in teacher-education not only in the state of Michigan but also in the United States.

Teacher-education in Detroit.--In Detroit the board of education organized in 1881² a normal training class to prepare teachers for their public schools. This normal training class became in 1890 the Detroit Normal Training School,³ in 1920 the Detroit Teachers College,⁴ and in 1933 the College of Education in Wayne University.⁵ This institution prepares nearly all of the teachers for the Detroit public schools.

Additional state normal schools.--The increased demand for well prepared teachers in the public schools in Michigan forced upon the state legislature the necessity of providing more teacher-education institutions. In spite of the arguments of the opposition that the State University and the State Normal School could take care of the demand for professional preparation of teachers, if Michigan would set up departments of teacher-education in the other institutions in the state, the demand for teachers in Michigan continued to be greater than the supply. "Notwithstanding the efficiency of the normal school, and the wide influence it is exerting, and the number of trained teachers it is sending out," insisted the state superintendent in 1868, "yet there remains a great lack of competent instructors."⁶

In 1895, as a result of this felt need, the state legislature provided for taking over the Central State Normal School,⁷ which had been established by the citizens of Mount Pleasant in 1891. Four years later the legislature established the Northern

¹Public Acts of Michigan, 1921, Act 223.

²Detroit Teachers College Catalog, 1923-24, p. 13.

³Ibid., p. 16.

⁴Wayne University Catalog, 1937-38, p. 219.

⁵Detroit Teachers College Catalog, 1923-24, p. 15.

⁶State Superintendent, Report 1868, p. 164.

⁷Public Acts of Michigan, 1895, Act 261.

State Normal School at Marquette to prepare teachers for the Upper Peninsula.¹ The fourth state normal school in Michigan was established at Kalamazoo in 1903,² to prepare teachers for the rural schools and the elementary grades of the public schools. Michigan, therefore, has developed four state normal schools, so distributed over the state that they might serve all sections. The normal schools at Ypsilanti and Marquette had as their purpose the preparation of teachers for all levels of the public schools, whereas the Central State and Western State normal schools were to prepare teachers for the rural schools and the elementary grades of the graded schools. In 1934 there were eighteen state teachers colleges and normal schools in the United States which considered the preparation of rural school teachers their primary purpose.³

Michigan State Agricultural College.--Although Michigan State College was established in 1855, teacher-education was not introduced as a part of the curriculum until 1891.⁴ In 1906 the state board of education approved the granting of life certificates to women graduates of the College who had met the requirements of said certificate.⁵ A department of agricultural education was created in 1908 to prepare teachers of agriculture for the public schools of the state,⁶ and in 1917 the College was designated by the state board of vocational education to prepare teachers in compliance with the Smith-Hughes Law.⁷ In 1924 the state board of education voted to create a department of education in Michigan State Agricultural College. Teacher-education has not at any time been considered as one of the major functions of this school.

¹Ibid., 1899, Act 51.

²Public Acts of Michigan, 1903, Act 156.

³Review of Conditions and Developments in Rural and Other Sparsely Settled Areas, p. 30. Bulletin, 1937, No. 2. Washington, D.C.: United States Department of Interior, Office of Education.

⁴Michigan State Agricultural College Catalog, 1891-92, p. 57.

⁵Minutes State Board of Education, May 26, 1906.

⁶Michigan State Agricultural College Catalog, 1907-1908, p. 91.

⁷Ibid., 1917-18, p. 100.

County normal schools.--In order to meet the need for more better prepared rural teachers the state legislature, in 1903, authorized the establishment of county normal schools.¹ These schools offered one year of special preparation culminating in a certificate valid to teach in the rural schools of the county in which the preparation was received.² The county normals appealed to a certain class of students because they were inexpensive, were located near the student's home, and offered a certificate at the end of one year of preparation. In later years they have proved to be an obstacle to higher standards of teacher-education because they offer a valid teaching certificate based on only one year of preparation beyond high school. Although constant activities on the part of the state department of public instruction have resulted in a marked reduction in the number of these schools, there were twenty-four county normals in the state in 1937-38.³

Junior colleges.--Teacher-education, was authorized in the junior colleges in the state in 1929.⁴ This action by the state board of education was probably the result of pressure from the junior colleges to prepare teachers for their own local schools and to furnish one more means of encouraging students to attend the home institution, rather than the result of a felt need for more teacher-education institutions in the state. In 1933 the state board of education voted to abolish teacher-education in the junior colleges.⁵

Provisions for In-service Education

The program for in-service education of teachers is important in a state teacher-education program, because it offers teachers an opportunity to progress further toward their maximum development. Colleges rather freely admit "that the pre-service

¹Public Acts of Michigan, 1903, Act 241.

²Provision for this certificate described on p. 69.

³State Superintendent, Report 1935-37, pp. 53-54. (This report was published late in 1938 and contained some data for 1937-38.)

⁴Public Acts of Michigan, 1929, Act 295, sec. 2.

⁵Minutes State Board of Education, September 23, 1933.

period is too brief for meeting all of the responsibilities required of teachers in actual service."¹ The importance of in-service education is emphasized by the following quotation: "In-service growth of teachers is one of the prime responsibilities of certification agencies."² This fact is particularly significant in Michigan because a large number of teachers in the state have less than four years of college preparation.

The preparation of future teachers can be regulated by increasing the length of preparation period. Those in service who have for a period of years secured little additional preparation for teaching are, in most instances, unqualified to meet the newer demands upon the teacher. For many years to come a large number of the school children in Michigan will be taught by these inadequately prepared teachers unless something can be done to encourage these teachers to secure additional preparation. For the immediate future, at least, the program for in-service education will be of great importance in the preparation of Michigan teachers, because the inadequately prepared teachers can best be reached by this means. The state, as well as local authorities, should see to it that there are adequate opportunities for such education and that proper encouragement is given so that the teachers will take advantage of the opportunities offered. It is because of this relationship to the total preparation of the teacher that the provisions for in-service education in Michigan have been described in this chapter.

Teachers' Institutes.--Educational leaders in Michigan early realized the importance of teachers' institutes as factors in increasing the usefulness of public school teachers. The first teachers' institute in Michigan was held in Jackson in 1844,³ only one year after the organization in New York⁴ of the first teachers' institute in the United States. Early wide spread interest in these institutes is reflected in the fact that forty of them, spread over nineteen counties, with three thousand teachers

¹Social Change and Education, p. 172. Thirteenth Year-book of the Department of Superintendence. Washington, D.C.: National Education Association, 1935.

²Development of State Programs for the Certification of Teachers, p. 133. Bulletin, 1938, No. 12. Washington, D.C.: United States Department of Interior, Office of Education, 1938.

³State Superintendent, Report, 1845. ⁴Ibid., 1852, p. 140.

in attendance were held in Michigan in 1844.¹

The early institutes were held under the sponsorship of county teachers' associations and were described by the state superintendent of public instruction as "teachers' associations with protracted sessions."² They were, in reality, a period of intensive review of subject matter and methods of teaching. The state superintendent reported in 1852:

Where teachers' institutes have been established, the teachers of a county usually spend almost two weeks in session, fall and spring, with a competent principal and experienced board of instruction and modes of government are discussed, and plans laid for concert of action. Lectures are generally delivered before these institutes by professional gentlemen and others. . . .³

The teachers' institutes, therefore, really served as an important supplement to the pre-service preparation of the teacher.

One of the major problems faced by those sponsoring the institutes was that of support. The following recommendations were made relative to the solution of this problem: (1) to solicit contributions from the citizens of the places where sessions may be held; (2) to require the teachers to pay a specific sum; or (3) to meet the expense by a county tax.⁴ None of these suggestions, however, met the approval of the state superintendent of public instruction. He objected to asking the citizens of the places where the institutes were being held to contribute more to the support of the institutes, because they were already contributing free board to attending teachers and the added expense of supplying a faculty would be too heavy a burden. He objected to imposing the expense upon the teachers themselves because such a plan would keep some worthy teachers from attending. His objection to a county tax was that the number of teachers attending in some of the new counties would hardly justify the expense.

After rejecting the foregoing proposals the state superintendent recommended the following means of support: "I would recommend that the expense of providing a board of instruction, be met in this way: Authorize the Superintendent of Public Instruction to draw a warrant upon the State Treasurer, for the necessary sum to be paid from the annual income of the primary school fund."⁵ Three years later the state legislature took the

¹Ibid., 1845, p. 11.

²Ibid.

³Ibid., 1852, p. 140.

⁴Ibid., p. 179.

⁵Ibid.

following action with respect to teachers' institutes:

That whenever reasonable assurance shall be given to the Superintendent of Public Instruction, that a number not less than fifty, or in counties containing a population of less than twelve thousand inhabitants, whenever twenty-five teachers of common schools shall desire to assemble for the purpose of forming a teachers' institute, and to remain in session for a period of not less than ten working days, said Superintendent is authorized to appoint a time and place for holding such institute, to make suitable arrangements therefor, and to give due notice thereof.¹

The legislature went on to request the superintendent to appoint a capable person to conduct the institute and authorized the state to pay up to \$200 toward its support.² With this action the state assumed, in part at least, responsibility for control and support of teachers' institutes, accepting them as part of the state program for educating teachers. This conclusion is supported by the report of the state superintendent in 1855: ". . . The Teachers' Institute thus becomes, in an important sense, a co-ordinate of the Normal School."³

The first state teachers' institute was held at Ypsilanti, Michigan, in 1852.⁴ The attitude of the teachers and citizens toward the institutes is reflected in the following quotation:

The deep interest which both Teachers and Citizens have taken in these institutes, as manifest by their attendance upon their daily exercises, as well as by their Resolutions . . . place above a rational doubt, the acceptability and usefulness of the well conducted Teachers' Institute of our State. Indeed I think I may safely say it constitutes the most popular and inspiring feature of our excellent school system.⁵

In 1861 the state superintendent reported: "The experience of the year has added another testimony to the value of these agencies to train teachers, and to awaken the public mind to the importance and value of education."⁶

Evidently the educational leaders in Michigan realized the necessity of supplementing the preparation ordinarily received in college and devised institutes as a means by which they could, in a period of from one to two weeks, provide the teacher with an opportunity to increase her knowledge of subject matter and edu-

¹Public Acts of Michigan, 1855, Act 70.

²State Superintendent, Report 1855, p. 15. ³Ibid.

⁴Ibid., pp. 119-20. ⁵Ibid., p. 15. ⁶Ibid., 1861, p. 54.

cational theory. While teachers' institutes have by no means been equivalent to teacher-education institutions, they have been of real value as a method of in-service education for teachers.

County teachers' institutes were reported as being held by the county superintendent of schools in most of the counties in Michigan as early as 1868.¹ In that year the state superintendent reported:

The superintendent of Berrien county reports that he has held six institutes in that county; others have held nearly the same number. In Clinton, and some of the other counties, teachers' classes have been formed. These have been conducted by the Superintendents, aided by competent and experienced teachers. These classes have been continued from seven to ten weeks, giving opportunity for a thorough review of the branches they would be required to teach. The results of these institutes, and especially of these teachers' classes, have been most gratifying. . . . The schools taught by the teachers who were favored with the opportunity of attending these classes, are far superior to what they would otherwise have been.²

The teachers' classes, conducted by the county superintendent, must have been similar to the county normal training classes established by the state legislature in 1903.

In 1879, after the county institutes had been in operation for a number of years, the state legislature set up the following regulations concerning them:

The Superintendent of Public Instruction shall annually appoint a time and place in each organized county for holding a teachers' institute, make suitable arrangements therefor, and give due notice thereof. . . . For the purpose of defraying the expenses. . . . the Superintendent may demand of the county treasurer of his county for such sum, not exceeding the amount of the institute fund in the county treasury.³

Apparently the legislature decided to shift the expense of the institutes from the state to the county, but wished the state to retain at least partial control.

School boards in Michigan must have been reluctant to allow their teachers to attend these institutes on school time because in 1883 the state legislature passed the following Act: "Any teacher who shall have closed his or her school, in order to attend said institute, shall not forfeit his or her wages as teacher, during such time as he or she shall have been in attend-

¹Ibid., 1868, pp. 5-6.

²Ibid.

³Public Acts of Michigan, 1879, Act 68, secs. 3, 5.

ance at said institute.¹

An attempt was made in 1934 to secure more teacher participation in the planning and carrying on of county institute programs by appointing a state committee on county institutes. This committee was to help develop and plan programs and to suggest lists of available speakers.² The state superintendent reported in 1935: "During the past year a list of available institute speakers was sent to each county commissioner. This committee will continue to function."³

The number of teachers' institutes held in Michigan, as reported by the state superintendent of public instruction, from 1859 to 1909 is shown in Table 13. Although the number of institutes was reported as late as 1917, the attendance was not reported after 1909. Examination of the data in Table 13 shows an increase in the number of teachers' institutes over the period

TABLE 13

TEACHERS' INSTITUTES IN MICHIGAN AT FIVE-YEAR
INTERVALS FROM 1859 TO 1909^a

Year	Number of Institutes	Attendance
1859	10	1,242
1864	13	1,209
1869	18	1,833
1874	13	890
1879	56	4,144
1884	68	6,361
1889	72	6,597
1894	76	9,071
1899	67	6,414
1904	106	10,880
1909	145	8,598

^aState Superintendent, Reports 1859 to 1909.

from 1859 to 1909. Attendance at these institutes has fluctuated from period to period but on the whole has shown a significant increase.

Teachers' associations.--Teachers' associations have also been a means of in-service education for teachers in Michigan. Their meetings do not extend over as long a period as the teach-

¹Ibid., 1883, Act 112.

²State Superintendent, Report 1933-35, p. 48. ³Ibid.

ers' institutes but they have been fairly popular with the teachers of the state. The Michigan State Teachers' Association was organized at Ypsilanti, in 1852,¹ with the following purpose: "The object of the Association is to encourage a more intimate intercourse among the educators of the State. . . . to secure, among the friends of education, a more perfect and harmonious cooperation. . . . to improve and methodize our system of instruction to give a new impulse to the labors of the teacher, and to widen and increase his influence."² In 1855 the state legislature passed an act to incorporate teachers' associations and authorized their establishment whenever fifteen or more teachers wish to form such an association.³

The present Michigan Education Association, has for its purpose the advancement of educational interests and the promotion of professional growth among its members.⁴ The Association, in order to give better service, has been divided into eight regional districts which hold annual conferences for the purpose of providing professional stimulation and development for its members.⁵ The regions, in turn, are divided into districts. In 1937 there were thirty-four city districts, fifty-seven single county districts, ten combined county districts, and five districts centering around the four teachers colleges and the University of Michigan.⁶ The general practice throughout the state is to dismiss schools during the association meetings so that all teachers may have an opportunity to attend.

Supervision.--The quality of supervision in the public schools would be difficult to measure and since the state teacher-education program can effect little change in supervision except through higher standards of preparation for school administrators, no attempt has been made to gather data on this phase of school work.

¹Ibid., 1853, pp. 119-20.

²Michigan State Normal School Catalog, 1853.

³Public Acts of Michigan, 1855, Act 117.

⁴Constitution and By-Laws, Michigan Education Association.

⁵Ibid.

⁶Mimeographed material, Michigan Education Association.

The earliest form of supervision sponsored by the state for Michigan schools was inspectorial in character. The state superintendent reported in 1841:

No inspector, then, should deem his legal duty ended with one examination. Having placed the candidate in school, he should keep his eye on him; and if practically that candidate belies the certificate he has received, the law says such certificate may be annulled.¹

With the development of the school system educational leaders in the state began to realize the necessity for making provisions for better supervision. In 1885 Superintendent Mahew suggested "the establishment of a more thorough system of inspection of teachers, and provision for a more efficient supervision of schools,"²

The inefficiency of the supervision provided for the rural schools during the early history of the state is indicated in the following quotation:

The inspection of the schools, under our present system, is very irregular, and, there is reason to fear, in most cases, very ineffective. Of the 693 townships reporting 160 report no visits made to the schools; 156 report a part of the schools visited, while only 377, or a little more than one-half of the whole number, report all the schools visited during the year.³

Three years later the state superintendent again emphasized the need for more efficient supervision:

The lack of a thorough and competent supervision of our schools, is a most serious defect in our school system. The district, or common schools, as they are called, suffer greatly for want of competent teachers, but more from the lack of supervision.⁴

The state legislature attempted to improve the situation in 1867⁵ by creating the office of county superintendent of schools whose chief duty was to be the supervision of the schools in the county. In 1875⁶ the legislature sought to make further provision for supervision by creating the office of township superintendent of schools. This later plan was not satisfactory.

¹State Superintendent, Report 1841, p. 257.

²Ibid., 1855-56, p. 26. ³Ibid., 1863, p. 35.

⁴Ibid., 1866, p. 4.

⁵Public Acts of Michigan, 1867, Act 55.

⁶Ibid., 1875, Act 42, secs. 104-105.

The following report is typical of the attitude of many educational leaders toward the township superintendency: "I beg leave to say that in my opinion the system of township superintendency now in vogue in Michigan is a retrograde step in education, a fraud upon honest tax payers, and a curse to the rising generation"¹

Those who favored the township superintendency offered two major arguments in its support:² "(1) Two visits a year to each school was better than one visit a year by a county superintendent, and (2) the township system was less expensive." Those who supported the county superintendency claimed the following results from its practice:

1. Longer tenure of office for teachers.
2. Greater uniformity of text books.
3. Improvement in sanitary conditions of the school houses and surroundings.
4. The schools have been more generally supplied with apparatus for teaching.
5. In granting certificates to teachers, the success of the applicant in imparting instruction and in managing a school have received more consideration than under the old law.³

Michigan still retains the county system of supervision for her rural schools. It is difficult to understand how expert supervision can be given with only one or perhaps two visits to a classroom annually. With a large number of rural one and two-room schools in the state, one of the serious problems in a teacher-education program is that of providing adequate supervision for the teachers in these schools.

Week-end classes at the University.--Saturday classes were organized at the University of Michigan in 1926 with the following purposes:

In order to meet the needs and wishes of teachers in service and other part time students, certain courses are offered on Saturdays only. In addition to regular class attendance, students electing these courses are ordinarily expected (1) to meet with the instructor in a personal conference at least fortnightly, (2) to pursue a goodly amount of out-of-class personal study, and (3) to prepare a written thesis.⁴

¹Joint Documents of State of Michigan, 1879, II, 32.

²Senate Documents, 1865, No. 11.

³State Superintendent, Report 1888, p. 9.

⁴School of Education Catalog, 1926-27, p. 39. University of Michigan.

In 1928 the school of education catalog of the University of Michigan mentions these classes as Friday and Saturday classes. Although this form of in-service education is limited to the teachers in the section of the state immediately surrounding Ann Arbor, a large number of teachers have been reported in attendance.

Extension courses.--Many sections of the state have been reached by the University through extension courses. These courses are of two types, (1) a series of lectures without credit, and (2) credit courses. The non-credit lectures are arranged for by various civic organizations and, except for the first lecture of the series which the University pays for, are paid for by the sponsoring organization. Credit courses are organized by the University and consist of seventeen meetings of two hours each at some central point. A registration fee of five dollars per credit hour is charged.¹

Michigan Educational Journal.--Another means of in-service education has been the Michigan Educational Journal. In 1855 the state legislature authorized the state superintendent to supply each township school library in the state "with the Michigan Journal of Education and Teachers' Magazine."² Two years later the legislature authorized the superintendent to "subscribe for one copy of the Michigan Journal of Education, for each school district in the state, to be sent by mail to the director of the said districts."³ This procedure proved to be unsatisfactory possibly because of the failure of the school directors to pass the magazine around or because of the expense involved, for in 1861 the legislature repealed this act.⁴ At present the Journal is published by the Michigan Education Association and is received regularly by members of the association.

Concluding Statements

A survey of the provisions which have been made in Michigan for the education of teachers indicates certain trends and brings to light several problems relating to a state program for

¹Bulletins from University of Michigan extension department.

²Public Acts of Michigan, 1855, Act 42, p. 63.

³Ibid., 1857, Act 111. ⁴Ibid., 1861, Act 202.

the preparation of teachers.

During the early days of the state many teacher-education agencies sprang up in widely scattered places with little or no effort on the part of the state to control, supervise, or support them. Both private and public institutions of secondary and higher education levels introduced some form of teacher-education in response to the demands of their students. Since the establishment of the first state normal school and the creation of the state board of education in 1849, the state has assumed complete supervision of the public agencies. A trend toward increased supervision of the non-public agencies is also indicated. Visits to institutions preparing teachers in the state and an examination of their programs for teacher-education indicate a need for closer supervision of the non-public institutions.

A problem revealed in this chapter, which is related to a state teacher-education program, is that of establishing adequate opportunities for in-service education. Toward this end the state has encouraged the development of institutes, associations, and special programs for the purpose of increasing the opportunities for teacher-education. A future program should seriously consider the necessity for expanding this form of service, since it is a recognized fact that the pre-service period of teacher-education is ordinarily too brief.¹

The problem of supplying an efficient program of supervision for teachers in the rural one and two-room schools is also emphasized by the analysis of the provisions for teacher-education. In attempts to give the teachers in these schools the most helpful form of supervision the state has tried various plans. A defect of the present program is that one individual is expected to supervise all of the schools in a county in addition to carrying on the other duties pertaining to the office of county superintendent of schools. The problem might be solved by giving each county commissioner an assistant who had had specific preparation for rural school supervision.

The trend toward the elimination of the county normal as a teacher-education institution is in direct line with what has been done regarding those schools in other states. That this

¹Social Change and Education, p. 172. Thirteenth Year-book, Department of Superintendence, N.E.A.

problem was still unsolved in 1937-38 is indicated by the state superintendent's report showing that there were twenty-four county normals in operation in the state that year. The elimination of all teachers' certificates based on less than two years of professional preparation beyond high school would help to solve the problem.

An adequate study of provisions for teacher-education, and the identification of the problems involved in this phase of a teacher-preparation program, necessarily includes a consideration of the institutions in the state for the education of teachers. Chapter VI will be devoted to a study of the development of these institutions in Michigan.

CHAPTER VII

ANALYSIS OF THE TEACHING STAFF FOR 1936-37

A study of the historical development of the school system and the facilities for teacher-education can not reveal the actual practices in the various types of schools in the state. Employment conditions must be carefully examined to discover differences between policies, as set up by the legislature and state department of public instruction, and community practices. Part III, therefore, deals with an analysis of teacher-education and teacher-employment conditions in 1936-37, in order to bring out problems inherent in present day practices.

This analysis has been divided into two parts: (1) the analysis of the teaching staff, and (2) the analysis of the teacher-education curriculums and faculties in the institutions preparing teachers. Chapter VII presents a careful examination of the teaching personnel in Michigan public schools for 1936-37 and indicates the probable future demand for teachers. The purpose of this chapter is (1) to compare administrative regulations with actual practices in the schools, and (2) to identify problems which must be faced in developing an adequate program for the preparation of teachers. Chapter VIII is devoted to a study of the curriculums and faculties in teacher-education institutions in Michigan.

In this analysis the term "teacher" includes only classroom teachers employed in the public elementary and secondary schools in Michigan in 1936-27.

Source of Data

Through the courtesy of the state superintendent of public instruction and the secretary of the Michigan Teacher Retirement Fund, approximately twenty-five thousand cards containing information concerning the teachers employed in the public schools of the state during the year 1936-37 were made available for study. The following is a sample of the card from which the data

were secured.

Number _____ Date of Report _____ 1938-39
Leave blank *Month* *Day*

First name *Middle name* *Last name*

If married woman _____
Maiden name

Date of birth _____
Month *Day* *Year*

Check: Male ☐ Female ☐ Married ☐ Single ☐

Now (1938-39) teaching in _____
County *City or township* *District Number*

\$ _____ x 3% = \$ _____
Total salary for year *Total deduction*

Number of years taught in public schools of Michigan including the present year _____
 Number of years taught in public schools outside of Michigan - - - - - _____
 Total number of years taught in public schools of U. S. including the present year _____

① Form 11

I. Training			II. Certification	III. Type of School District
Type of School Attended	(Check)		Check Highest Type Held	Check Type of District in which you are Now Teaching
	In Michigan	Out of Michigan		
High School				
County Normal			None	Ungraded Rural School
Teachers College			Second Grade	Township
Junior College			First Grade	Village School (Under 2,500 population)
City College			Special	City School (Over 2,500 population)
Private College			College-Life	Number of years taught in present district
Land Grant College			Life	
University			Other	

IV. Teaching Rank		V. Subjects Taught	
Check rank which best describes your work	Elementary Teacher (1-6)	List Subjects you teach if in a departmentalized, platoon, intermediate, or secondary school.	
	Elementary Teacher (1-6)	1. _____	8. _____
	Junior H. S. teacher (7-9)	2. _____	9. _____
	Senior H. S. teacher (10-12)	3. _____	10. _____
	College teacher	4. _____	11. _____
	Elementary principal	5. _____	12. _____
	Junior H. S. principal	6. _____	13. _____
	Senior H. S. principal	7. _____	
Superintendent			
Other			

Since not all of the teachers filled in all of the blanks of the card, the number of teachers included for each type of information varies according to the number of teachers supplying that particular item of information.

Through the courtesy of the board of education of the city of Detroit it was possible to secure data concerning seven thousand teachers employed in the public schools of Detroit in 1936-37. The data for these teachers do not include information relative to the amount of college preparation or the length of teaching experience, because such records have not been kept by the Board of Education.

The amount of college preparation, type of certificate held, type of teacher-education institution attended, age, sala-

ries, teaching experience, marital status and sex were analyzed in order to get a clear picture of the present teacher-employment in the state. Each factor studied is significantly connected with a teacher-preparation program. A new program should start with the old program, correcting its faults and emphasizing its strong points.

For comparative purposes, and because some problems are peculiar to certain types of districts, such as the limited preparation of the teachers in rural ungraded schools, the data have been broken down according to the type of district in which the teachers were employed: (1) teachers in rural ungraded schools, (2) teachers in township schools, (3) teachers in villages of less than twenty-five hundred population, and (4) teachers in cities of over twenty-five hundred population.

College Preparation of Michigan Teachers

The amount of college preparation reported by 18,279 public school teachers in Michigan in 1936-37 is listed in Table 24. The data in this table show that only 45.33 per cent of these teachers had had four or more years of college preparation, while 15.32 per cent had had one year or less in college. It is unfortunate that quantity instead of quality must be the measuring stick used in analyzing teacher personnel. Although the number of years of college education is one important factor to be considered in such an analysis it is a recognized fact that one year in college does not mean the same to all individuals. The average amount of college preparation reported by the teachers in Michigan in 1936-37 was 3.03 years, which is significantly lower than the four year minimum suggested in the National Survey.¹

The average preparation of the teachers in the township, village, and city districts did not differ greatly. Such variation as is shown in Table 24 indicates that the preparation of teachers varies directly with the size of the system. The sharp contrast between the college preparation of teachers in the rural ungraded schools and the college preparation of teachers in other types of districts may be caused, in part, by the fact that the rural ungraded schools include only elementary teachers while the

¹National Survey of the Education of Teachers, VI, 66. Washington; United States Department of Interior, Office of Education, 1933.

TABLE 24

AMOUNT OF COLLEGE PREPARATION OF 18,279 MICHIGAN
TEACHERS, 1936-37

Amount of Prepara- tion	Percentage of All Teachers Reporting in:				
	Entire State	Rural Ungraded Schools	Township Schools	Schools in Villages of Less than 2,500 Popu- lation	Schools in Cities of More than 2,500 Popu- lation
Less than one-half year. . . .	7.32	24.80	2.54	3.31	0.80
One year. .	8.01	21.50	6.72	5.91	2.10
Two years .	20.91	29.06	23.48	23.88	15.49
Three years	18.43	14.00	20.66	21.54	19.35
Four years.	32.48	8.91	34.84	28.62	44.40
Five years.	9.16	1.33	9.10	13.34	12.18
More than five years.	3.69	0.42	2.67	3.41	5.68
Number of teachers reporting	18,279	4,577	2,560	1,964	9,178
Average number of years of prepara- tion	3.03	1.80	3.16	3.20	3.61

other districts include high school teachers, superintendents, principals, and supervisors. Even in the larger districts, however, there is a substantial percentage with preparation below the accepted minimum.

The fact that only 45.33 per cent of the teachers in the public schools in Michigan had had four years or more of college preparation clearly indicates that one of the major problems in the state is that of raising the level of preparation for teaching. It is significant that even in the city schools, where the certification requirements are reported to be the highest, only 62.26 per cent of the teachers employed had had four years or more of college education. One of the chief causes of this condition has been the decentralization of authority to grant cer-

tificates to teachers. The centralization of all certification in the state board of education and the resulting new certification Code are steps of progress toward elevating the level of teacher-preparation.

Types of Schools Attended by Michigan Teachers

Table 25 lists the types of teacher-preparation institutions attended by Michigan teachers. The data in this table show that 86.01 per cent of the teachers in the public schools in Michigan in 1936-37 had attended at some time a teachers college.

TABLE 25

TYPES OF SCHOOL ATTENDED BY MICHIGAN TEACHERS

Schools Attended	Percentage of Teachers Reporting Attendance in:				
	Entire State	Rural Ungraded Schools	Township Schools	Schools in Villages of Less than 2,500 Population	Schools in Cities of More than 2,500 Population *
Teachers College. . .	86.01	90.1	94.61	97.43	83.02
University .	38.05	4.0	32.44	22.54	40.00
County Normal	32.54	62.5	22.29	19.82	10.39
Private College. . .	20.79	10.5	28.05	22.02	24.16
Land Grant College. . .	8.21	2.4	9.33	14.85	9.39
Junior College. . .	6.83	4.5	9.02	5.78	7.64
City College. . .	2.72	1.4	4.35	1.34	3.34
Number of Teachers Reporting . .	17,784	4,591	1,907	2,094	9,192

*Excluding Detroit.

This was to be expected since the teachers colleges have as their major function the preparation of teachers. The fact that the teachers colleges regularly conduct summer sessions tends to increase their popularity as teacher-education schools. The uni-

versity, the county normal and the private college rank second, third, and fourth in the order named. Many of the teachers reporting had attended more than one type of institution. Each type of institution attended is recorded for each teacher reporting.

The teachers colleges were the predominant type of institution for preparing teachers for all types of school districts. The importance of the county normals as institutions preparing teachers for the rural ungraded schools was to be expected since the county normal was created for the express purpose of preparing teachers for these schools. Relatively few of the teachers in the rural ungraded schools had received preparation in the university, the land grant college, or the private college. Larger school systems depend more than smaller ones on the university and the private colleges as institutions for the preparation of their teachers.

Types of Certificates Held by Michigan Teachers

The types of certificates held by 22,997 teachers in Michigan schools in 1936-37 are shown in Table 26. Ninety-one and seven-tenths per cent of these teachers held some form of life certificate. It is difficult to estimate the amount of college education represented by each life certificate since many types of life certificates were available, with different requirements for each type. It should be noted that 0.52 per cent of these teachers reported that they did not hold a teacher's certificate. This condition would not exist if the requirements of the state department of public instruction were enforced in all districts.

The life certificate is the predominant type of certificate held by teachers in the township, village, and city schools. The percentage of teachers holding these certificates varies directly with the size of the school system. The predominance of the life certificate is not so marked among teachers in the rural ungraded schools. Although a larger percentage of these teachers hold life certificates than hold other types of certificates, a substantial percentage hold first grade, second grade, or state limited certificates. It should also be noted that a significant percentage of teachers in the township schools hold first grade certificates.

TABLE 26

TYPES OF CERTIFICATES HELD BY 22,997 MICHIGAN
TEACHERS, 1936-37

Type of Certificate	Percentage of All Teachers Reporting in:				
	Entire State	Rural Ungraded Schools	Township Schools	Schools in Villages of Less than 2,500 Population	Schools in Cities of More than 2,500 Population
Life. . . .	71.44	18.30	62.08	54.97	80.51
College Life. . . .	20.26	17.01	22.39	38.11	17.08
Special . .	1.53	4.74	1.85	1.41	1.13
First Grade. . . .	3.23	18.24	11.28	1.26	0.40
Second Grade . . .	2.22	25.10	1.22	0.81	0.06
City. . . .	0.33	.....	.....	.....	0.46
State Limited . .	1.48	14.40	1.04	0.86	0.22
None. . . .	0.52	2.23	0.14	2.57	0.15
Number of Teachers Reporting	22,997	1,793	2,872	1,981	16,351

It is difficult to explain why so many teachers were employed who did not hold teachers' certificates. It may be that their certificates had expired and had not been renewed. In the rural ungraded schools it may be that a shortage of teachers for these schools resulted in the employment of individuals who had not yet qualified for a certificate.

The large percentage of Michigan teachers who hold life certificates creates a condition which is a serious obstacle in the way of increased preparation for teaching. In addition to the common evils of a life certificate granted on any basis, many of these teachers who hold life certificates have had only one, two, or three years of college preparation. It will be difficult to get them to take additional college work to prepare for better teaching unless the state sets up new requirements and gives all teachers holding certificates a certain time in which to meet

them. It has been pointed out that a certificate to teach is not a contract between the teacher and the state but is a license and therefore can be revoked by the state at any time.¹

Sex and Marital Status of Teachers in the Michigan
Public Schools, 1936-37

The sex and marital status of 27,764 teachers in the public schools in Michigan in 1936-37 is shown in Table 27.

TABLE 27

SEX AND MARITAL STATUS OF TEACHERS IN THE MICHIGAN
PUBLIC SCHOOLS, 1936-37

Type of District	Percentage of Teachers Reporting as:							
	Married			Single			Total	
	Men	Women	Total	Men	Women	Total	Men	Women
Entire State	51.69	32.07	36.57	48.31	67.93	63.43	22.78	77.22
Cities of over 2,500 population	50.21	29.51	33.10	49.79	70.49	66.9	23.33	76.67
Villages of less than 2,500 population	41.45	26.12	31.87	58.55	73.88	68.13	37.54	62.46
Township Schools	83.30	27.89	39.48	16.70	72.11	60.52	20.93	79.07
Rural Ungraded Schools	49.1	45.3	45.8	50.9	54.7	54.2	14.8	85.2
Number of Teachers reporting	3,295	6,859	10,154	3,080	14,530	17,610	6,375	21,389

These data show that 51.69 per cent of the men teachers and 32.07 per cent of the women teachers were married. This is a decrease of 20.01 per cent of married men teachers and an increase of 7.47

¹p. 78.

per cent of married women teachers over 1930-31.¹

A greater percentage of married teachers was found in the rural ungraded districts than in any of the other types of school systems. The large percentage of married women in these schools was probably caused by the recent depression. Many former teachers who had married and left the profession were forced, because of financial reasons, to seek teaching positions. This practice was reported by the state department of public instruction² for 1938-39 and it is reasonable to suppose that the same practice prevailed in 1936-37. The 18.5 per cent increase in the number of married women teachers in these schools between 1930-31 and 1936-37³ supports the assumption that depression conditions have been a major factor influencing the percentage of married teachers in these schools.

The percentage of married women teachers tends to vary inversely with the size of the school, the variation being from 45.3 per cent in the rural ungraded schools to 29.5 per cent in the city schools. It is evident from a study of the data in Table 27 that the public schools in Michigan have not adhered strictly to the reported preference for unmarried women teachers.

Examination of the data in Table 27 shows that 22.78 per cent of the teachers employed in the public schools in Michigan in 1936-37 were men. This is a higher percentage of men than was reported for the United States as a whole for 1933-34. Chamberlain and Meece⁴ reported that in that year approximately 19.1 per cent of the elementary and secondary teachers in the United States were men. Schools in Michigan villages of less than 2,500 population employ a significantly greater percentage of men teachers than do the other types of schools. The Michigan rural ungraded schools employ the smallest percentage of men teachers of any of the types of units here considered.

Ages of Teachers in Michigan Public Schools 1936-1937

The ages of 28,953 teachers in the public schools of Mich-

¹The Supply of and the Demand for Teachers in Michigan, p. 101.

²The Detroit Free Press, July 5, 1938.

³National Survey of the Education of Teachers, II, 24.

⁴L. M. Chamberlain and L. E. Meece, Women and Men in the Teaching Profession, pp. 26-37. Bulletin No. 3. Bureau of School Service, College of Education, University of Kentucky, March, 1937.

igan in 1936-37 are shown in Table 28. The average age of all teachers reporting was 34.5 years, with very little difference in average age between men and women teachers. The ages of teachers, as has been noted concerning the amount of college preparation and type of certificate held, vary directly with the size of the school system.

TABLE 28

AGES OF TEACHERS IN MICHIGAN PUBLIC SCHOOLS, 1936-37

Years	Percentage of Teachers Reporting in:				
	Entire State	Rural Ungraded Schools	Township Schools	Schools in Villages of Less than 2,500 Population	Schools in Cities of More than 2,500 Population
18 - 23	8.01	27.68	8.53	9.02	2.81
24 - 29	26.30	34.07	37.08	44.69	19.92
30 - 35	24.42	18.87	28.59	24.16	25.89
36 - 41	16.01	7.78	12.00	9.41	17.89
42 - 47	11.42	5.69	7.27	5.89	14.51
48 - 53	7.12	3.59	4.00	3.59	9.21
54 - 59	4.20	1.60	1.65	2.17	5.64
60 - 65	2.01	0.62	0.66	0.78	3.31
Over 65	0.51	0.11	0.23	0.28	0.83
Number of teachers reporting					
Total . .	28,953	5,322	3,026	2,817	17,788
Men . . .	6,041	784	656	652	3,949
Women . .	22,912	4,538	2,370	2,165	13,839
Average age					
All . . .	34.5	29.8	32.29	31.7	38.59
Men . . .	34.2	29.4	31.95	30.91	38.58
Women . .	34.7	29.9	32.39	32.03	38.59

The teachers in the rural ungraded schools were, on the average, approximately five years younger than the teachers in the state as a whole. Compared with teachers in rural schools in all of the states in the Union, in 1930-31, only Arizona, California, and Delaware reported a higher median age for rural school teachers.¹

¹National Survey of the Education of Teachers, II, 18.

As was to be expected, the teachers in the city schools were considerably older than the teachers in the smaller districts. The practice, in most cities, of making teaching experience a prerequisite to securing a teaching position, together with the fact that cities tend to hold their teachers longer, probably helped to create this situation.

Examination of the data in Table 28 reveals a fairly even distribution of teachers between the ages of eighteen and forty-seven, which indicates one phase of a satisfactory recruitment program. Apparently the teachers in Michigan public schools tend to remain in teaching for an extended period of time and new teachers are being introduced gradually into the profession.

Years of Teaching Experience Reported by Teachers in Michigan Public Schools

The total teaching experience of 22,857 teachers in Michigan public schools, 1936-37, appears in Table 29. These teachers had had an average of 11.01 years of experience in teaching. The women teachers had had an average of two years more teaching experience than the men teachers. Teaching experience varied directly with the size of the school system. The teachers in the city schools had been teaching almost twice as long as the teachers in the rural ungraded schools. The high average in teaching experience goes hand in hand with the high average age for teachers.

Although the average teaching experience of the teachers in the Michigan rural ungraded schools was substantially lower than that of teachers in other types of districts in the state, only three of the forty-eight states in the Union, in 1930-31, reported longer teaching experience for teachers in rural one and two-room schools.¹ The median for rural teachers in that year was less than five years,² as compared with 5.3 years for teachers in one-teacher schools in the United States as a whole in 1939.³ Although the average experience of the teachers in the

¹National Survey of the Education of Teachers, II, 30.

²Ibid.

³Teachers in Rural Communities, A National Survey of Their Social, Cultural, and Economic Status, p. 16. Washington, D.C.:National Education Association, 1939.

TABLE 29

TOTAL NUMBER OF YEARS OF TEACHING EXPERIENCE REPORTED
BY TEACHERS IN MICHIGAN PUBLIC SCHOOLS, 1936-37

Years of Experience	Percentage of Teachers Reporting in:				
	Entire State	Rural Ungraded Schools	Township Schools	Schools in Villages of Less than 2,500 Population	Schools in Cities of More than 2,500 Population*
1 - 3	21.80	31.91	25.14	28.28	14.27
4 - 6	15.85	24.34	17.77	16.08	11.34
7 - 9	14.77	16.34	17.87	17.45	12.19
10 - 12	12.94	10.03	14.12	11.97	14.01
13 - 15	9.53	6.40	9.68	7.55	11.53
16 - 18	6.41	3.55	5.18	4.65	8.66
19 - 21	5.40	2.72	3.46	3.32	7.90
22 - 24	3.70	1.93	1.99	2.23	5.42
25 - 27	3.04	1.21	1.79	2.74	4.42
28 - 30	2.14	0.72	1.44	1.94	3.16
Over 30	5.41	0.75	1.57	3.89	7.08
Number of teachers reporting					
Total. . .	22,857	5,440	3,067	3,140	11,210
Men. . .	4,699	822	658	999	2,220
Women. . .	18,158	4,618	2,409	2,141	8,990
Average years of experience					
All teachers . . .	11.01	7.46	9.14	9.61	13.62
Men. . .	9.57	6.97	7.41	9.28	11.08
Women. . .	11.56	7.55	9.49	9.79	14.24

*Excluding Detroit.

rural ungraded schools in Michigan was reasonably high, 21.1 per cent of these teachers were teaching their first or second year. A smaller percentage of inexperienced teachers would be desirable. Michigan, however, compares favorably with Wisconsin which reported nearly two-fifths of its rural school teachers were teaching their first or second year.¹

In the schools in villages of less than 2,500 population

¹Ibid., p. 29.

31.2 per cent of the men and 26.1 per cent of the women were teaching their first, second, or third year. This indicates that every third man teacher and every fourth woman teacher in these schools had not yet reached their maximum of teaching efficiency.

The length of service in Michigan public schools, as reported by 21,196 teachers in 1936-37, is shown in Table 30. The teachers in the city schools had been teaching almost twice as long as the teachers in the rural ungraded schools. A comparison of the data in Tables 29 and 30 reveals the fact that Michigan

TABLE 30

NUMBER OF YEARS OF TEACHING EXPERIENCE IN MICHIGAN
SCHOOLS, REPORTED BY TEACHERS IN 1936-37

Years of Experience	Percentage of Teachers Reporting in:				
	Entire State	Rural Ungraded Schools	Township Schools	Schools in Villages of Less than 2,500 Popu- lation	Schools in Cities of More than 2,500 Popu- lation*
1 - 3	21.88	33.52	25.31	35.81	17.18
4 - 6	12.90	25.31	17.17	19.59	9.95
7 - 9	16.66	15.89	20.05	20.23	14.93
10 - 12	14.43	10.19	13.66	12.76	15.52
13 - 15	10.02	4.47	8.58	5.18	11.73
16 - 18	6.87	3.80	4.86	2.49	8.44
19 - 21	5.37	2.65	3.19	1.96	6.95
22 - 24	1.71	1.99	1.79	0.96	1.88
25 - 27	3.35	1.03	3.20	1.11	3.97
28 - 30	2.38	0.73	1.03	0.13	3.09
Over 30	4.55	0.70	1.22	0.28	6.35
Number of teachers reporting					
Total. . .	21,196	5,319	3,192	2,608	10,077
Men. . . .	4,141	710	712	580	2,139
Women. . .	17,055	4,609	2,480	2,028	7,938
Average years of experience					
All teach- ers . . .	9.10	7.00	9.06	7.42	12.60
Men. . . .	8.18	6.81	8.10	4.77	10.56
Women. . .	10.54	7.16	9.60	8.74	13.12

*Excluding Detroit.

teachers have had an average of 1.85 years of teaching experience in some other state. The large percentage of teachers who have done all of their teaching in Michigan schools indicates that these schools are recruiting their teachers mostly from Michigan teacher-education institutions.

The women teachers in all types of school systems had had more teaching experience than the men teachers. Since the average age of men and of women teachers was approximately the same, it may be assumed that the women teachers begin teaching at an earlier age than the men.

The number of years in the present position for the 16,788 teachers reporting in 1936-37 are listed in Table 31.

TABLE 31

NUMBER OF YEARS IN THE PRESENT POSITION AS REPORTED
BY TEACHERS IN MICHIGAN PUBLIC SCHOOLS, 1936-37

Years of Experience	Percentage of teachers reporting in:				
	Entire State	Rural Ungraded Schools	Township Schools	Schools in Villages of Less than 2,500 Population	Schools in Cities of More than 2,500 Population*
1 - 3	45.11	80.37	48.45	54.76	27.86
4 - 6	12.37	13.51	15.39	17.42	9.86
7 - 9	13.84	3.80	16.02	11.85	17.87
10 - 12	9.93	1.59	7.48	5.66	14.81
13 - 15	6.86	0.40	5.19	4.21	10.51
16 - 18	4.68	0.23	2.86	2.19	7.51
19 - 21	2.28	0.03	1.17	1.23	3.70
22 - 24	1.39	0.06	1.26	0.83	2.11
25 - 27	1.02	0.00	0.63	0.57	1.63
28 - 30	0.74	0.00	0.68	0.79	1.14
Over 30	1.77	0.03	0.87	0.48	2.99
Number of teachers reporting					
Total. . .	16,788	3,530	2,070	2,269	8,919
Men. . . .	3,158	396	430	468	1,864
Women. . .	13,630	3,134	1,640	1,801	7,055
Average Years of experience					
All teachers. . . .	7.30	2.51	6.22	5.44	9.79
Men. . . .	6.65	2.34	5.30	5.41	8.09
Women. . . .	7.46	2.53	6.47	5.46	10.25

*Excluding Detroit.

The average tenure in the present position for men teachers was 6.65 years, while the average for women teachers was 7.46 years. The average tenure in their present position for all the teachers reporting was 7.30 years.

Examination of the data in Table 31 reveals a large percentage of turn-over which is not indicated by the average tenure in the present position. Thirty-three and nine-tenths per cent of the men teachers and 34.8 per cent of the women teachers were teaching their first or second year in their present position.

The greatest percentage of turnover was found in the rural ungraded schools. The data reveal that 44.9 per cent of the teachers in these schools were teaching their first year in their present position. Since it is estimated¹ that it takes a teacher from three to five years to reach her maximum of efficiency in a position, it is evident that the rural ungraded schools are losing considerable teaching efficiency because of a high percentage of turnover among their teachers.

This high percentage of turnover was not confined to the rural ungraded schools. In the village schools 44.9 per cent of the women and 40.8 per cent of the men teachers were teaching their first or second year in their present position, while 22.5 per cent of the men and 18.7 per cent of the women teachers in the city schools were teaching their first or second year in their present position.

The general average tenure was noticeably increased, especially in the city schools, by the large number of women who had been teaching in the same position for from fifteen to fifty-four years.

Salaries of Teachers in Michigan Public Schools 1936-1937

The annual salaries of 28,380 teachers in the public schools of Michigan in 1936-37 are listed in Table 32. The average salary of these teachers was \$1,360.80 as compared with an average of \$1,417.00 for the United States as a whole in 1930-31.²

¹E. E. Lewis, Personnel Problems of the Teaching Staff, p. 343. Chicago: Century Co., 1926.

²Statistical Abstract of the United States, 1935, p. 11.

TABLE 32
SALARIES OF TEACHERS IN MICHIGAN PUBLIC SCHOOLS
1936-1937

Annual Salary	Percentage of Teachers Reporting in:				
	Entire State	Rural Ungraded Schools	Township Schools	Schools in Villages of Less than 2,500 Population	Schools in Cities of More than 2,500 Population
\$3,500-3,999	0.03	.....	.....	.....	0.03
3,000-3,499	0.31	.....	0.03	0.02	0.40
2,500-2,999	5.73	.....	0.44	0.00	7.19
2,000-2,499	22.32	.....	3.16	0.80	27.74
1,500-1,999	32.38	.....	6.14	8.00	39.25
1,000-1,499	26.66	.....	37.66	50.63	23.34
500-999	12.35	89.22	51.51	40.55	2.04
0-499	0.25	10.78	1.12	.....	.....
Number of teachers reporting					
Total. . .	28,380	4,924	2,944	2,622	17,890
Men. . . .	5,565	685	628	608	3,644
Women. . .	22,815	4,239	2,316	2,014	14,246
Average Annual Salary					
All teachers . . .	\$1,360.80	\$647.15	\$1,083.00	\$1,125.60	\$1,746.91
Men. . . .	1,735.48	653.91	1,162.42	1,313.00	1,864.20
Women. . .	1,266.50	642.85	1,008.90	1,033.00	1,706.68

On the basis of data reported for 1932,¹ if conditions remained similar, Michigan ranked sixteenth among the states as a whole and third among the North Central states in the average salaries paid to teachers in the public schools.

The data in Table 32 reveal that teachers' salaries vary directly with the size of the school system, with the average salary in the city schools approximately three times the average salary in the rural ungraded schools. In making such comparisons it should be remembered that the teachers in the rural ungraded schools are all elementary teachers while those in the other types of districts include high school teachers.

¹Ibid.

The data in Table 32 have been broken down according to sex in Tables 33 and 34. There was a significant difference between the salaries of men and of women teachers. The average salary for men teachers was \$1,735.48, while the average salary for women was \$1,266.50

TABLE 33
SALARIES OF MEN TEACHERS IN MICHIGAN PUBLIC SCHOOLS
1936-1937

Annual Salary	Percentage of Teachers Reporting in:				
	Entire State	Rural Ungraded Schools	Township Schools	Schools in Villages of Less than 2,500 Population	Schools in Cities of More than 2,500 Population
\$3,500-3,999	0.09	.....	.....	.....	0.09
3,000-3,499	1.40	.....	0.16	0.82	2.00
2,500-2,999	5.10	.....	0.64	.....	7.72
2,000-2,499	20.36	.....	5.89	3.78	29.68
1,500-1,999	29.23	.....	12.10	20.72	39.09
1,000-1,499	25.76	.....	45.76	56.03	20.59
500-999	18.26	94.02	35.00	18.75	0.85
0-499	0.79	5.98	0.48	.....	.....
Number of teachers reporting	5,565	685	628	608	3,644
Average annual salary	\$1,735.48	\$653.91	\$1,162.42	\$1,313.00	\$1,864.20

The salaries of teachers in the rural ungraded schools present a serious problem which demands the attention of the state if the standards of preparation of rural school teachers are to be raised to a satisfactory level. In 1930-31 only five states reported a median salary for teachers in the one- and two-teacher schools as low as the average salary for rural school teachers in Michigan in 1936-37.¹

The average annual salary does not give a true picture of the situation. All of the teachers in the rural ungraded schools, 52.63 per cent of the teachers in the township schools, 40.55 per cent of the teachers in the village schools, and 2.04 per cent

¹National Survey of the Education of Teachers, II, 251-52.

TABLE 34

SALARIES OF WOMEN TEACHERS IN MICHIGAN PUBLIC SCHOOLS
1936-1937

Annual Salary	Percentage of Teachers Reporting in:				
	Entire State	Rural Ungraded Schools	Township Schools	Schools in Villages of Less than 2,500 Population	Schools in Cities of More than 2,500 Population
\$3,500-3,999	0.05	.....	.....	.....	0.05
3,000-3,499	0.09	.....	.....	.....	0.09
2,500-2,999	2.95	.....	0.39	0.10	5.92
2,000-2,499	13.36	.....	2.33	0.15	21.31
1,500-1,999	24.73	.....	4.53	3.67	38.28
1,000-1,499	27.46	.....	35.45	48.76	31.19
500-999	28.47	88.44	56.00	47.32	3.17
0-449	2.29	11.56	1.30	.....	.....
Number of teachers reporting	22,815	4,239	2,316	2,014	14,246
Average annual salary	\$1,266.50	\$642.85	\$1,008.90	\$1,033.00	\$1,706.68

of the teachers in the city schools received less than \$1,000.00. In fact, 12.6 per cent of all the teachers reporting in 1936-37 received an annual salary of less than \$1,000 which is less than the average annual wages for unskilled labor in the United States from 1914 to 1936.¹

The solution of the salary problem probably lies in some form of a minimum salary law, the creation of an equalization fund which will give sufficient aid to communities which are financially unable to support good schools, and in educating erring communities to recognize the necessity for higher salary schedules.

Deficiencies of the Teaching Staff in the
Rural Ungraded Schools

One of the most serious problems revealed in the analysis

¹National Education Association, Research Bulletin, Vol. XVI, No. 3, May, 1938.

of the teaching staff is the deficiency of the teaching personnel in the rural ungraded schools. These teachers, with an average amount of college preparation of 1.8 years, reported a substantial percentage of their number who had less than the minimum of two years of college preparation for elementary teachers by the National Survey of the Education of Teachers.¹ This is in sharp contrast to the report of a Committee appointed by the National Education Association. In 1939 this committee reported that 15.2 per cent of the teachers in the one-teacher schools had graduated from college and 63 per cent had had two or more years of college education.² Of the teachers reporting in the rural ungraded schools of Michigan, 10.66 per cent had had four years or more of college preparation, 24.8 per cent had had less than one-half year in college, and 46.3 per cent had had not more than one year of college work.

The factors which may have been influential in bringing about such an unsatisfactory condition are (1) the isolation of the rural ungraded school, and (2) the unsatisfactory living conditions for teachers. Two other factors may have been influential in bringing about these conditions, but they may equally well have been the result of the low level of teacher-preparation. These factors are (1) the low salaries paid to rural school teachers, and (2) the lack of opportunity for advancement in the profession. The state has also been allowing, if not approving, an inadequate period of college preparation for rural school teachers by granting certificates, valid for teaching in the rural one and two-room schools, on the basis of an examination or upon completion of one year in the county normal. The college preparation of teachers in these schools will not be greatly improved until teaching in them is made more attractive or until the minimum requirements for certificates are set at a higher level.

Forty teachers in the rural ungraded schools reported that they did not hold a teacher's certificate. This may have resulted from the fact that their certificates had expired and had not yet been renewed, or it may be that a shortage of rural school teachers made it necessary to employ individuals who had not yet qualified for a certificate.

¹National Survey of Education of Teachers, III, 19.

²Teachers in Rural Communities, etc., p. 18.

The fairly even distribution of the different types of certificates held by teachers in these schools raises the question as to whether the school boards in rural communities pay any attention to the preparation of the teacher for teaching in rural schools. The new Teachers' Code, adopted by the state board of education, May 20, 1936, will help to remedy this situation. It will be difficult to solve the problem of elevating the standards of teacher-preparation as long as one year of county normal education legally qualifies a person to teach in these schools.

Another deficiency revealed in the analysis of the teaching staff of the rural ungraded schools was the high percentage of turnover in these schools. The average tenure in the present position reported by these teachers in 1936-37 was only 2.51 years, which is only one-third as long as for the average teacher in the public schools of Michigan for that year. This is 0.4 years lower than the average tenure in the present position as reported for teachers in one-room schools for the United States as a whole in 1939.¹ The fact that 44.9 per cent of the teachers were teaching their first year in their present position emphasizes the seriousness of this problem. The improvement of this condition is dependent upon proper adjustment of salary schedules upon tenure and retirement laws, and upon the social and professional status of teachers in the rural ungraded schools.

Another deficiency revealed in this analysis is the extremely low salaries paid to the teachers in the rural ungraded schools. Comparison of data reveals the fact that the average teacher in the rural ungraded schools was receiving an annual salary equal to only 43.22 per cent of the average teacher's salary in Michigan for the same year. Many of the teachers in the rural ungraded schools in Michigan in 1936-37 were receiving less than \$11.00 a week for their services. The average salary for men teachers was only \$18.16 per week, while the average for women teachers was only \$17.86 per week. For the country as a whole in 1939 the average salary for men teachers in the one-room schools was \$20.06 a week and for women teachers in these schools the average salary was \$18.58 a week.² High standards of teacher preparation cannot be obtained if salaries remain as low as those re-

¹Teachers in Rural Communities, etc., p. 17.

²Ibid., p. 44.

ported for rural teachers in Michigan. If these teachers are to secure preparation for teaching equivalent to that of the average teacher in the state it seems only reasonable that their salaries should also be comparable.

In many rural communities the people would be unable to pay an adequate salary to the teacher, even if they thought it desirable. In some instances consolidation may be the solution, whereas in other instances the state will, of necessity, have to assume a larger share of the financial burden. In the communities which are financially able to pay a fair salary to their teachers it may be necessary to carry on an educational campaign to elevate rural school teaching to its proper level of respect in the minds of the people. Whatever the solution, the problem is present and must be solved if the state is to develop a satisfactory program for teacher-education.

Probable Future Need for Teachers In Michigan Schools

A complete study of the supply of and the demand for teachers in Michigan has not been attempted here for two reasons: (1) the factors involved are so complex that they could be satisfactorily solved only through a major study organized specifically for that purpose, and (2) Elliott¹ published in 1933 a report of a very satisfactory study of this problem. The future growth trends of the state school system and their effect upon the problem of supply and demand are, however, important factors to be considered in a state program for educating teachers. These growth trends are dependent upon so many factors which may vary from year to year, that in a planned program for the preparation of teachers it is necessary to carry on a continuous study of them.

The probable future need for teachers is dependent upon several variable factors: (1) the need for replacement purposes, (2) the need for new positions, (3) changes in school population due to excess of births over deaths, (4) changes in school population due to immigration to and emigration from the state, and (5) changes in curriculum and methods.

As has been previously stated the study of supply of and

¹The Supply of and the Demand for Teachers in Michigan.

demand for teachers is a study of major proportions in itself. In the present study, therefore, the probable future demand for teachers is estimated on the basis of (1) the need for replacement and, (2) the number of new teaching positions.

Probable need for replacement.--The probable need for teachers to replace those leaving the profession may be estimated on the basis of average teacher-tenure. The average length of teaching service of the teachers employed in the public schools of Michigan in 1936-37 (Table 29) was 11.01 years. Other things being equal, this means that the teaching personnel renews itself every 11.01 years, or that 9.1 per cent of the teachers must be replaced annually. On the basis of the number of teachers employed in 1935, the annual need for replacement purposes will be approximately 3,339 teachers.

Probable need for new positions.--The number of new teachers employed in the public schools in Michigan from 1921 to 1936 inclusive is shown in Table 35. The marked decrease in the total number of teachers employed during the years 1932 to 1934 inclusive, due to the financial depression, was abnormal and should not be considered in estimating the number of new teachers needed.

TABLE 35
NUMBER OF NEW TEACHING POSITIONS IN MICHIGAN SCHOOLS^a

Year	Number of Teachers	Annual Increase	Per Cent Increase
1921	24,938	636	2.62
1922	25,755	817	3.3
1923	26,718	963	3.7
1924	27,918	1,200	4.5
1925	29,391	1,473	5.3
1926	30,327	936	3.2
1927	31,184	857	2.8
1928	33,119	1,935	6.2
1929	33,724	605	1.8
1930	34,552	828	2.5
1931	35,515	963	2.8
1932	34,409	- 1,466	- 4.1
1933	32,602	- 1,447	- 4.2
1934	32,171	- 431	- 1.3
1935	32,219	48	0.14
1936	32,957	738	2.29

^aState Superintendent, Annual Reports.

Therefore, the eleven year period previous to 1932 has been used as a basis for estimating the average number of new teaching positions in the schools annually. During this period a total of 14,413 new teachers were employed. This makes an average of 1,310 new teaching positions annually. Therefore, since the estimated annual need for replacement is 3,399 teachers and the estimated number of teachers needed each year to fill new positions is 1,310, the total annual need for teachers is estimated to be 4,709. This estimate is probably high because the enrollment in the elementary schools has shown a decrease for several years, which will spread to the higher grades and result in a decreased number of teachers employed in the schools. The annual need for teachers may also be affected by unusual economic disturbances, as was shown in Table 35 for the years 1932 to 1934 inclusive.

Concluding Statements

Several major problems were revealed by the analysis of the teaching personnel in the Michigan schools for 1936-37. These problems are directly related to the state teacher-education program and must be faced by the state if such a program is to be successful. An analysis of the data in this chapter indicates that the degree of seriousness of the problems revealed tends to vary inversely with the size of the school system.

One need clearly revealed in this chapter is that of increasing the amount of preparation on the part of those who teach in Michigan schools. If the number of years of college education is used as a measure of teacher-preparation, and if four years beyond high school are considered the minimum acceptable standard for teacher-education, then Michigan teachers, as a group, are inadequately prepared. This lack of preparation, which is particularly noticeable in the smaller schools, has resulted in part from a very lax system of teacher-certification in the state. The centralization of authority to certificate teachers, together with the power to set up certification requirements, should furnish the necessary machinery for the solution of this problem. This problem has been increased by Michigan's practice of granting teachers' certificates, valid for life, without a high requirement of academic preparation. Although the state has taken steps to avoid a continuance of this practice through future cer-

tification, as yet nothing has been done to force those now holding life certificates to secure additional preparation for teaching.

The rural schools in Michigan present a very serious problem. Although the number of these schools has been reduced through a tendency of the population to become urban and through the movement toward the consolidation of schools, there still remain over five thousand rural one- and two-room schools in the state. Salaries, tenure, and preparation of teachers in these schools, as reported in 1936-37, were very low. When to these facts are added the unattractiveness of living conditions, the isolation of many of these districts, and the lack of opportunities for advancement, the difficulty of the solution of the problem is greatly increased. Its proper solution will require the adjustment of salaries, the improvement of teaching facilities, the consolidation of schools in rural areas, and the raising of minimum requirements for certification. Such a program will undoubtedly involve some form of additional state aid to assist districts which are financially unable to support adequate schools.

Another problem of importance is that of reducing the large percentage of turnover among Michigan teachers. This problem also varies inversely with the size of the school system. Educational leaders have long recognized that a large percentage of turnover is a serious obstacle to developing the most efficient school system. This problem is closely associated with teachers' salaries and adjustment of teacher-employment conditions in general. In making these adjustments care should be used to elevate the conditions at the lower end of the scale without decreasing the efficiency of the districts in which teacher employment conditions are satisfactory.

A fourth problem, the solution of which is probably basic to the solution of the other problems revealed in this chapter, is that of developing an adequate salary schedule for Michigan teachers. Although a number of Michigan schools have good salary schedules, teachers' salaries for the state as a whole are much too low to attract the best talent to the teaching profession, or to carry out successfully a campaign for increased teacher-preparation and a rigorous selective admissions program. The solution of this problem will require: (1) a carefully planned educational campaign to convince the public that the proposed program is de-

sirable, and (2) the establishment of some form of additional state aid which will make it possible for the financially poor districts to meet the added educational burden which an adequate salary schedule will create.

A fifth problem which is indicated by the data in this chapter is that of attracting more men into the teaching profession. There has been an encouraging tendency in this direction in recent years as a result of depression conditions. Nevertheless, before a sufficient number of talented young men can be drawn into teaching it will be necessary to make a career in teaching desirable. This will depend, to a large extent, upon salary, tenure, and opportunities for advancement.

A problem which is implied in the data presented in this chapter is that of planning a program which will produce a supply of teachers adequate to the demand for them. The need for teachers depends upon so many variable factors, such as the rate of retirement from the profession and new teaching positions created by increased enrollment or change in educational policy, that it will be necessary to carry on a continuous study in order to properly regulate supply to demand. A complete solution will probably require the regulation of the number of teachers to be certificated annually.

The analysis of the teaching personnel employed in the public schools in the state does not present a complete picture of the present situation. The quality of the academic and professional preparation of teachers depends in large measure upon the curriculums and faculty in the teacher-education institutions. Therefore Chapter VIII will be devoted to an analysis of this phase of the present teacher-education program in Michigan.

CHAPTER VIII

TEACHER EDUCATION CURRICULUMS AND FACULTY IN MICHIGAN TEACHER-EDUCATION INSTITUTIONS

Teacher Education Curriculums

The teacher education curriculums and faculty in the institutions preparing teachers in Michigan are here analyzed for two purposes: (1) to compare the faculty and curriculums of the various teacher-education institutions in the state, and (2) to identify problems directly or indirectly related to a state program for preparing teachers. Because of the similarity of institutions and because of limited space, not all of the institutions preparing teachers in the state are included in this analysis. Each type of institution, however, is represented so that all types of teacher-education curriculums may be included in the analysis.

Certificates available.--Since requirements for teachers' certificates are the most influential factors affecting teacher-education curriculums, the requirements now in force are summarized at the beginning of this chapter. The newly adopted Teachers' Code, however, will revolutionize teacher-education in Michigan. The fifteen kinds of certificates now available will be replaced, after June 30, 1939, by five significantly named certificates:

1. Elementary provisional-permanent certificate
2. Secondary provisional-permanent certificate
3. Junior college certificate
4. State limited certificate and renewal
5. County limited certificate and renewal.¹

This tendency to reduce the kinds of certificates has been reported as present in California, Connecticut, Delaware, Indiana, Pennsylvania, Idaho, Maine, New Jersey, New York, North Carolina, Ohio, Oregon, and Washington.²

¹State Superintendent, Report 1933-35, pp. 43-44.

²The Certification and Training of Teachers in Michigan, pp. 54-55.

Certain points in the new Teachers' Code are of special interest.

1. 'Blanket' certification is eliminated, and certificates will be granted to teachers for elementary grades, secondary grades or junior college.
2. Life certificates will not be granted.
3. Provisional certificates will be granted to graduates from teacher-training institutions offering approved four-year courses.
4. Elementary provisional certificates will become permanent upon completion of three years of successful teaching and the submission of evidence thereto.
5. Secondary provisional certificates will become permanent upon completion of three years of successful teaching and additional college work.
6. Provisional permanent certificates will become invalid when the holder is unemployed as a teacher for five consecutive years.
7. Limited certificates will be granted to candidates who complete specific one and two years' courses of study and are renewable upon completion of additional prescribed college work.
8. Limited certificates have restricted validity.
9. The regulations of the Certification Code will become effective gradually over a period of years.
10. No part of the new Certification Code is retroactive.¹

It is probable that fewer students in educational departments of colleges and universities will qualify for teachers' certificates who have no real interest in teaching, because life certificates have been eliminated. Therefore, the state will not have to face such a serious, continuous, potential threat to teacher placement by a large number of persons who hold life certificates but who are not engaged in teaching.

The new Code requirements will tend to force the secondary school teacher to attend college at somewhat regular intervals to keep up with changing methods and to increase her preparation in her field of specialization. It will also force the teacher-education institution to set up some form of follow-up program because it must recommend the teacher for renewal of her certificate after three successful years of teaching.

Requirements in professional courses.--A candidate for a teaching certificate in Michigan must present twenty semester hours of credit in Education. This work must include History of Education, Educational Psychology, Principles of Teaching, and a minimum of five semester hours in observation and practice teaching. All work in Education must be of at least "C" quality.

¹State Superintendent, Report 1933-34, pp. 43-44.

Teaching majors and minors.--Candidates for teachers' certificates in Michigan are required to present a teaching major of at least twenty-four semester hours and two teaching minors of at least fifteen semester hours each. If the candidate expects to teach in the elementary schools she may present four teaching minors instead of a major and two minors. According to Woellner¹ in 1938 four states ranked higher than Michigan in professional requirements for a teacher's certificate, eight states required a longer period of practice teaching, and eleven states had higher academic requirements as a basis for granting teachers' certificates.

The list of approved schools from which the candidate may present teaching majors and minors appears in Table 36. The college of education of Wayne University, as might be expected because it is the teacher-education school for Detroit, has approval for the greatest number of courses. Among the state teachers colleges and the college of education of Wayne University there is a similarity of curriculum pattern because they have as their main purpose the education of teachers.

Since teacher-preparation is only a minor purpose of the non-public teacher-education institutions the similarity of curriculum offering in these schools is less noticeable. The fact that all of the institutions included in Table 36 are approved for chemistry, English, history, and mathematics, may explain, in part at least, the reported over supply of teachers in those fields.

Number of term hours in teacher-education courses.--The number of term hours offered in the various subjects in four Michigan state teachers colleges is shown in Table 37. Although teacher-education curriculum patterns vary with institutions, the ten ranking curriculums, exclusive of psychology and education, in these institutions taken together are: (1) English, (2) Music, (3) History, (4) Mathematics, (5) Industrial Art, (6) Chemistry, (7) Physical Education, (8) Art, (9) Home Economics, and (10) Latin. Seven of these curriculums, English, History, Mathematics, Physical Education, Chemistry, Music, and Latin are found among

¹Robert C. Woellner and M. Aurilla Wood, Requirements for Teaching Certificates. Chicago: University of Chicago Press, 1938.

TABLE 36

INSTITUTIONS APPROVED TO OFFER MAJORS OR MINORS
IN THE LISTED SUBJECTS OR SUBJECT FIELDS^a

Subject of Subject Field	C.S.T.C.	M.S.N.C.	N.S.T.C.	W.S.T.C.	M.S.C.	U. of M.	Wayne	Adrian	Albion	Alma	Battle Creek	Calvin	Emanuel Missionary	Ferris Institute	Hillsdale	Hope	Kalamazoo	Nazareth	Olivet	H. of Detroit
Art	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Agriculture	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Biology	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Botany	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Chemistry	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Commercial	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Dramatics	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Economics	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
English	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
French	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Geography	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
German	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Greek	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Health Education	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
History	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Home Economics	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Hygiene	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Industrial Art	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Journalism	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Latin	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Mathematics	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Music	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Physical Education	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Physics	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Physiology	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Political Science	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Speech	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Sociology	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Science	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Social Science	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Spanish	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Zoology	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*

^aJohn R. Emens, "Summaries of Studies Relating to Teacher Training and Certification," pp. 11-12. Mimeographed report distributed by State Department of Public Instruction, 1937.

TABLE 37

NUMBER OF TERM HOURS OFFERED IN TEACHER-EDUCATION
CURRICULUMS IN MICHIGAN STATE TEACHERS COLLEGES
1936-1937^a

Subject or Subject Field	Central State College	Michigan State Normal	Northern State College	Western State College	Total
Psychology and Education. . . .	164	344	108	241	857
English.	192	121	80	193	586
Speech.	56	71	16	70	213
Art	132	204	128	238	702
History	112	156	88	97	453
Geography	76	72	60	68	276
Political Science	...	28	...	34	62
Economics	...	36	28	61	125
Sociology	...	44	32	70	146
French.	64	64	72	79	279
German.	28	48	12	66	164
Greek	...	36	...	...	36
Latin	56	104	48	85	293
Biology	88	152	77	143	460
Chemistry	88	80	48	140	356
Elementary Science.	...	24	...	...	24
Mathematics . . .	88	112	80	123	403
Physics	40	94	40	80	254
Commercial. . . .	68	...	44	67	179
Health.	28	24	...	4	56
Physical Education. . . .	60	60	120	110	350
Home Economics. .	60	84	60	91	295
Totals	1,400	1,958	1,141	1,960	6,569

^aCatalogs of Michigan state teachers colleges, 1936-37.

the ten ranking curriculums reported by the National Survey of Teacher Education.¹

There is not the same similarity of curriculums among the other teacher-education institutions as among the teachers colleges, because their programs have not been constructed around the single purpose of teacher-education. Neither are these other institutions controlled by a single central board.

¹National Survey of the Education of Teachers, III, 57.

Teacher-education curriculums in institutions preparing teachers should vary directly with the need for teachers in specific fields. Failure to consider the need for teachers tends to result in an unbalanced supply of teachers. The teacher-education institutions, assisted by the state department of public instruction, should keep in close touch with teacher supply and demand in the state and regulate their programs accordingly.

County normal course of study.--The county normal course of study, which leads to a county limited certificate upon satisfactory completion of one year's work, is shown in Table 38.

TABLE 38
COUNTY NORMAL COURSE OF STUDY FOR COUNTY
LIMITED CERTIFICATE^a

Subject Title	Term Hours	Recitations Per Week
Art	.	1
Music	.	1
Physical Education	.	1
Penmanship	.	1 (24 weeks)
School Law and Child Accounting	.	1 (12 weeks)
Methods of teaching Reading	4	
Principles of teaching	4	
Geography	4	
Introduction of Science	8	
English Composition	4	
Elementary Psychology	4	
Introductory Social Science	4	
Literature for Children	4	
Directed Teaching	4	
Total	40	

^a"Certification and Training of Teachers," p. 89.

The subjects in this table which are evaluated in term hours are applicable toward the requirements for the state limited certificate which is granted upon completion of a two-year curriculum at one of the state teachers colleges.¹ The courses that are evaluated in terms of recitations per week, however, are not transferable to other institutions. The four-term-hour courses meet five forty-five minute periods each week for twelve weeks.

Educational courses.--The courses in Education listed in

¹Ibid.

the catalogs of seven public teacher-education schools are listed in Table 39. These schools have constructed their professional teacher-education curriculums around the courses required by the state board of education for teacher certification. General psychology, which has been a common prerequisite for teacher-education courses in the past, is available in all of the schools but

TABLE 39

TERM HOURS IN EDUCATION COURSES OFFERED BY SEVEN
PUBLIC TEACHER EDUCATION INSTITUTIONS, 1936-37^a

Subject Title	Michigan State Normal College	Central State Teachers College	Northern State Teachers College	Western State Teachers College	University of Michigan	College of Educa- tion, Wayne Uni- versity	Michigan State Agricultural College
Educational Psy- chology.	12	15	5	30	60	27	6
General Psychology. .	4	4	4	12	0	4	8
Child Psychology. . .	4	4	0	12	14	0	30
Special Education. . .	252	0	0	0	230	4	15
Special Methods. . . .	20	80	15	68	106	158	8
General Methods. . . .	4	0	4	4	0	8	3
Introduction to Education.	4	0	4	4	0	8	3
Mental Hygiene. . . .	0	4	0	10	3	0	0
Tests and Measure- ments.	16	8	9	9	30	9	3
Guidance.	4	0	0	12	52	24	0
History of Education.	15	12	4	8	32	24	4
Philosophy of Educa- tion.	36	4	0	6	0	12	0
Administration.	20	4	12	24	81	121	3
Directed Teaching. . .	8	12	8	8	8	10	8
Educational Sociolo- gy.	4	0	0	4	0	9	0
Rural Education. . . .	24	48	0	9	0	0	0
Character Education. .	0	0	4	2	9	0	0
Curriculum.	8	8	8	39	15	27	0
Extra-Curriculum. . .	4	0	0	3	3	0	0
Adult Education. . . .	4	4	0	2	0	0	0
Childrens' Literature	4	0	0	4	0	0	0
Special Problems in Education.	0	0	4	0	0	0	0
Junior High School. . .	0	0	0	0	0	0	3
Total.	447	207	77	270	643	437	94

^aCatalogs of the institutions for 1936-37.

is not universally required either for a certificate or as a prerequisite to courses in Education. This attitude toward the subject is being encouraged by the state department of public instruction since it is not listed as one of the requirements for a teacher's certificate.

Special education, as listed in Table 39, includes health education and all work dealing with mentally and physically handicapped children. The data in this table show that the ten ranking courses, on the basis of the number of term hours offered were: (1) Special Education, (2) Special Methods, (3) Administration, (4) Educational Psychology, (5) Curriculum, (6) History of Education, (7) Guidance, (8) Tests and Measurements, (9) Rural Education, and (10) Child Psychology.

Educational administration, third among the courses in education offered by the public teacher-education institutions, owes its high rank to the great amount of interest in this phase of teacher-preparation at the University of Michigan and the College of Education of Wayne University. The reason for this interest is that these two universities prepare more men and women for administrative positions in the public schools than do the teachers colleges.

Adult education, which has been receiving considerable publicity since the depression, is given little attention in Michigan teacher-education schools. Continued conditions of unemployment in the state and nation will probably affect the demand for this type of education.

The education courses offered in thirteen non-public teacher-education institutions in Michigan are shown in Table 40. Examination of the data in this table reveals almost as great a variety of educational courses as was found in the public institutions. The total offering in each of the non-public institutions, however, was much less than the offering in any of the public institutions, with the exception of Michigan State Agricultural College and Northern State Teachers College. This was to be expected since the non-public schools have fewer faculty members teaching Education and a much smaller enrollment in teacher-education courses.

The major portion of the professional curriculum in the non-public institutions is quite naturally devoted to the fields

TABLE 40

TERM HOURS IN EDUCATION COURSES OFFERED BY TWELVE
NON-PUBLIC TEACHER EDUCATION INSTITUTIONS, 1936-37^a

Course Title	Alma	Adrian	Albion	University of Detroit	Ferris Institute	Hillsdale	Hope	Kalamazoo	Nazareth	Olivet	Calvin	Emanuel Missionary
Educational Psychology.	4	4	4	8	4	4	4	4	9	9	4	10
General Psychology.	4	4	4	16	4	0	4	4	4	0	13	4
Child Psychology.	0	0	0	0	4	0	4	0	0	4	0	0
Special Education	0	0	0	0	4	0	0	0	0	0	0	4
Special Methods	26	3	22	22	45	27	30	12	18	24	30	45
General Methods	9	4	9	4	8	4	4	4	12	9	12	9
Introduction to Education.	4	0	4	4	0	3	4	0	4	0	4	4
Mental Hygiene.	0	0	0	0	0	3	0	0	0	4	0	0
Tests and Measurements	0	4	4	12	4	3	0	0	3	4	4	3
Guidance.	0	0	0	6	0	0	0	0	0	4	0	3
History of Education.	4	4	4	4	8	4	4	4	4	4	20	3
Philosophy of Education.	4	4	0	0	0	0	0	0	3	0	0	3
Administration.	4	8	4	0	0	3	0	0	0	4	4	16
Directed Teaching	8	8	8	8	4	8	8	8	8	8	12	8
Educational Sociology.	0	0	0	0	0	0	3	0	0	0	4	0
Rural Education	0	0	0	0	4	0	0	0	0	0	0	0
Character Education.	0	0	0	3	0	3	0	0	0	0	0	0
Curriculum.	0	0	4	8	4	0	4	0	0	0	4	4
Extra-curriculum.	0	0	0	4	0	0	0	0	0	0	0	0
Children's Literature.	0	4	0	4	4	0	0	0	4	4	0	3
Special Problems in Education.	4	0	4	4	0	4	0	0	0	0	0	0
Principles of Secondary Education	0	0	0	0	4	4	4	4	0	4	4	4
Supervision	0	0	0	4	0	0	0	0	0	0	0	3
Class Management.	0	0	0	0	0	0	3	0	0	0	0	0
Total.	71	47	71	115	101	62	76	40	69	82	115	126

^aCatalogs of these institutions for 1936-37.

emphasized by the state requirements for certification.¹ The variety of courses offered outside this recommended field seem to have been determined by the special interests and preparation of the faculty member or members in charge of teacher-education in the institution in question.

The courses in Education in the non-public teacher-education schools rank as follows: (1) Special Methods, (2) General Methods, (3) Directed Teaching, (4) Educational Psychology, (5) History of Education, (6) General Psychology, (7) Tests and Measurements, (8) Administration, (9) Introduction to Education, and (10) Principles of Secondary Education. Five of these subject fields are the same as were found in the ten ranking subject fields in the public teacher-education schools. All but two of the institutions listed in Table 40 offer more than twice as many hours in professional courses as are required for certification. This condition has probably grown from an interest in offering electives in Education, the introduction of special methods courses in the various content fields, the offering of preparation for various types of certificates, and from the desire, on the part of the instructors in Education, to have full time work in this field.

Admission to professional curriculums.--The reported oversupply of certificated teachers in Michigan should encourage and facilitate the adoption of a more selective program of admission to teacher-education curriculums. Nevertheless, only a few of the nineteen schools included in this analysis had, in 1936-37, instituted a program of selective admission to teacher-education courses. Albion College, Ferris Institute, Hope College, Kalamazoo College, Michigan State Agricultural College, Nazareth College, University of Detroit, and the four state teachers colleges did not list, in their catalogs for 1936-37, special admission requirements to teacher-education curriculums other than those of admission to and graduation from the institution.

Hillsdale College required an average of "C" in all college work taken during the first two years plus the approval of the Director of teacher-education, the Dean of the College, and the Registrar for admission to courses in Education. It was expressly stated that admission to Education courses did not guarantee recommendation for a teacher's certificate. All candidates

¹p. 162.

for teachers' certificates were recommended by the faculty on the basis of physical, moral, personal, and intellectual characteristics. Additional requirements were as follows:

They must have a general scholastic average of C plus or higher for the Upper Division work; they must have a grade not lower than C in the course in Directed Teaching; and they must take and pass such specific examinations (Comprehensive in Teaching subjects, Intelligence, etc.) as may from time to time be prescribed. The requirements stated in this paragraph may be modified in special individual cases by the consent, given in writing, of the Director of Teacher Training and the Dean of the College.¹

Adrian College admitted students to courses in education by faculty vote. The faculty judged the fitness of the candidate on the basis of scholarship, general character, and attitude toward school work. Alma College had no special requirements for admission to educational courses, but admitted students to practice teaching through a faculty committee who based their judgment on the scholastic record, excellence in major subjects, moral character, and general fitness to teach.²

Olivet College admitted students to teacher-education courses upon the recommendation of their major professor and the consent of the Director of teacher-education. Recommendation for a certificate was by faculty vote and was based on scholarship, personal character, leadership, and general fitness to teach. The candidate was required to have an average grade of "C" in all academic work and no grade less than "C" in any course in education.³

The College of Education of Wayne University had the most elaborate admissions program of all the institutions studied. Students were not admitted to the College of Education until they had completed the equivalent of two years of general college work. This work must have been done in an accredited college and conform closely to the two years of pre-professional work prescribed by the College of Education.⁴ A high quality of scholarship was required for admission to teacher-education. For students going

¹Catalog, Hillsdale College, 1936-37, p. 27.

²Alma College Catalog, 1936-37, p. 37.

³Minutes Olivet College Faculty.

⁴College of Education Catalog, 1936-37, pp. 36-37. Wayne University.

into elementary school teaching an honor point average of 1.5 was required, while an honor point average of 2.0 was required for entrance into preparation for high school teaching.¹ The applicant for admission to the College of Education of Wayne University must also pass satisfactorily tests in contemporary affairs, spelling, handwriting, health, hearing, personality inventory, intelligence, and speech. Evidence of the possession of personal characteristics most desirable for teachers was obtained from statements made by instructors in high school and junior college who had known the candidate. The applicant was also required to interview four school principals in Detroit schools. Reports from these principals were considered in connection with the student's application for admission to the teacher-education courses. Borderline or doubtful cases were referred for further study to a committee on students. It was reported that approximately one-half of the applicants were refused admission.²

A similar plan of selective admission to teacher-education courses, adopted by all teacher-education institutions in the state, would be a very desirable method of raising the quality of the teaching staff in the public schools. A highly selective admissions policy, however, might leave the state short of qualified teachers unless something was done simultaneously to encourage more highly talented young people to seek entrance into the profession.

The plan adopted by some of the smaller institutions, of having the faculty vote on applications for admissions to the teacher-education curriculums, basing their judgment on the personal characteristics of the applicant, would not be satisfactory for the larger institutions because the faculty as a whole would not be well enough acquainted with the applicant to judge his fitness for teaching.

Provisions for directed teaching.--One of the major weaknesses revealed by the analysis of institutional provision for teacher-education is the inadequate provision for directed teaching. This was especially true among the non-public schools. The number of students preparing for teachers' certificates, together with limited facilities available, makes it difficult to arrange

¹Ibid.

²Ibid.

adequate practice teaching facilities for each candidate. It has been necessary in some instances to supplement the campus training schools by the public schools in the immediate vicinity. The supervision of practice teaching has been left mostly to the critic teachers, with occasional visits by the director of teacher-education. In some instances the critic teacher was less well prepared to teach than the practice teacher. Under such conditions the tendency has been to look upon the practice teaching period as so many clock hours to be spent in the class room observing the regular teacher and teaching the class whenever the regular teacher was willing.

It is encouraging to note that most of the teacher-education institutions are progressively improving their programs for practice teaching. Michigan State College, which used the public schools of East Lansing and Okemos for student teaching, described their program as follows:

At the outset we spend two hours in orienting the student teacher: one of these hours is spent in giving concepts of the program, the process, what the training school expects of them, what they may expect of the training schools, and a broad social philosophy of teaching. The second hour is spent in the training school with the supervising teacher; this taking place at four p.m. on the day before the advent to the classroom. Roughly we divide our education period into three parts, viz: participator, assistant, and fully responsible teacher. Our student teachers meet classes five days weekly, and attend a weekly conference hour with me, and have three conference periods with their supervising teacher. They take student teaching for two hours, usually teach in their major subject and participate rather broadly in pupil and community activities.¹

Kalamazoo College prepared only secondary school teachers and used the senior high school and four junior high schools of the city for practice teaching. Supervision of student teachers was carried on by the regular teacher of the class and the Director of teacher-education. The student teachers were encouraged to "participate in extra-curricular activities and to attend all types of community gatherings where they assist in all possible ways."² Every effort was made to encourage them to aid the teacher so that the critic teachers would welcome the opportunity of

¹Guy H. Hill, Department of Education, Michigan State College, Lansing, reply to letter of inquiry, 1938.

²Mrs. Mary Munro Warner, Director of teacher training, Kalamazoo College, reply to letter of inquiry, 1938.

having apprentice teachers rather than feel that they were an extra burden.

St. Joseph College, at Adrian, prepares only a small number of teachers each year and is able to use its own boarding school for student teaching in the elementary grades. A few of its students, however, did their practice teaching in the public schools of the city, being supervised by the regular class teacher, while a few served as substitute teachers in different schools over the state.¹

Hillsdale College made the following provisions for directed teaching:

We use the Hillsdale Public Schools. The Superintendent of Schools holds the rank of Associate in Education on our faculty, and has complete charge of the organization and conduct of the course. The college pays the school board five dollars per credit hour for each student, which is divided between the critic teacher and the superintendent.²

This plan of paying a fixed sum for each practice teacher is followed by approximately one-half of the non-public teacher-education institutions and is to be commended because it serves as an added incentive for the critic teacher to do her best work with the student teachers.

Albion College had a written agreement with the Board of Education of the public schools which described in detail the apprentice teaching program. The critic teachers were secured by joint consultation of the Superintendent of schools and the Director of teacher-education. Since the college paid the critic teacher \$15.00 per apprentice teacher per semester in excess of her regular salary, and listed her in the college catalog, the teachers worked hard to merit their selection as critic teachers. The college also paid the principal for the extra duties accruing through student teaching and listed him in the college catalog as supervisor of critic teachers.³ The student teachers were to be so distributed that not more than one-third of any subject should

¹Sister Mary Ambrose, St. Joseph College, Director of Teacher Training, reply to personal inquiry, 1938.

²Dr. John K. Osburn, Director of Teacher-Training, Hillsdale College, reply to letter of inquiry and personal questions, 1938.

³Dr. Thomas Carter, Director of Teacher Training, Albion College, reply to letter of inquiry and personal questions, 1938.

be taught by student teachers. The Superintendent of Schools had authority over the student teachers and could dismiss or deny entrance to them at any time.¹ The elementary teachers have no choice in the matter of whether they would have apprentice teachers. The high school teachers might refuse to accept an apprentice teacher if they wished but could not ask for one. The Superintendent reported that no teacher had, as yet, said that she did not want an apprentice teacher.

Superintendent Harrington, of the Albion Public Schools, expressed satisfaction concerning the practice teaching program. He felt that the school was fully repaid for the services it gave to the college. The attitude of the teachers in the Albion public schools and the feeling of satisfaction on the part of the school administration seems to be ideal for non-public teacher-education institutions. It is only under such conditions that the true value of student teaching can be attained.

An attempt in this institution to ascertain the qualifications of critic teachers in the schools preparing teachers accomplished little because the critic teacher personnel varied with the changing interests of student teachers. It is possible, under existing regulations, for any teacher in the public schools to be chosen as a critic teacher for at least a part of the year.

Visits to the institutions preparing teachers in the state indicated that practice teaching in one teacher-education institution is not comparable with practice teaching done in another institution. In one college the student teacher may put in the minimum number of clock hours in the classroom, teaching when permitted to do so by the regular class teacher, who also acts as critic teacher, while in another college directed teaching may be in charge of an experienced well-prepared teacher. Such conditions may destroy professional morale and lessen the respect of both the teacher and the general public for the professional preparation of teachers. These undesirable factors in the directed teaching program are not so prevalent among the public institutions because they pay from \$50.00 a student teacher to all of the critic teacher's salary and are thus able to select teachers who are well prepared for the work.

¹Don Harrington, Superintendent of Schools, Albion, Michigan, response to personal questions, 1938.

Conditions in practice teaching might be improved if the state board of education were to appoint a visiting committee to make frequent visits to all teacher-education schools, inspecting their facilities for student teaching. Approval for preparing teachers should be withheld unless satisfactory facilities for student teaching were provided.

The Training of the Faculty in Teacher-Education Institutions

Public institutions.--The academic degree held by a faculty member is not of itself a true measure of his qualifications to prepare teachers because so many other factors such as personality, educational philosophy, character, and experience plan an important part in his success. The academic degree merely indicates a certain amount of school work satisfactorily completed and does not indicate whether the faculty member is keeping up with changes in methods of teaching or with the latest discoveries in his field. It is, however, the one criterion available for estimating the teaching staff of the institutions that prepare teachers in the state.

The degrees held by faculty members teaching education courses in seven public teacher-education institutions are listed in Table 41. It is recognized that instructors in content fields are important in the preparation of teachers. However, in this section of the study consideration has been limited to the teachers of education courses because they devote their time to the preparation of teachers and because all teachers in preparation may be affected by their teaching.

The combined data for the four teachers colleges show that 25.6 per cent of the faculty have Doctor's degrees, 53.5 per cent have Master's degrees, 16.3 per cent have Bachelor's degrees, and 4.6 per cent have less than a Bachelor's degree. Among the public teacher-education institutions the University of Michigan ranks first in faculty preparation.

The degrees held by teachers of courses in education in non-public teacher-education institutions are shown in Table 42. In the non-public institutions 26.7 per cent of the teachers of education courses have Doctor's degrees, as compared with 25.6 per cent of the teachers of education courses in the state teachers colleges, and 28.3 per cent of the teachers of education

TABLE 41

DEGREES HELD BY TEACHERS OF EDUCATION COURSES IN THE
MICHIGAN PUBLIC TEACHER-EDUCATION SCHOOLS, 1936-37 ^a

School	Less than A.B.Degree		A. B. Degree		Master's Degree		Doctor's Degree		Total Teach- ers
	Num- ber	Per Cent	Num- ber	Per Cent	Num- ber	Per Cent	Num- ber	Per Cent	
Michigan State Normal.	2	10.0	3	15.0	11	55.0	4	20.0	20
Central State Teachers Col- lege.	...	...	2	28.6	3	42.9	2	28.6	7
Northern State Teachers Col- lege.	...	...	...	...	3	75.0	1	25.0	4
Western State Teachers Col- lege.	...	...	2	16.7	6	50.0	4	33.3	12
University of Michigan. . . .	1	1.5	13	18.8	20	29.0	35	50.7	69
College of Edu- cation Wayne University. . .	1	3.0	7	21.2	19	57.6	6	18.2	33
Total . . .	4	2.7	27	18.6	62	42.7	52	35.8	145
Total for Teach- ers Colleges. .	2	4.65	7	16.28	23	53.49	11	25.58	43

^aCatalogs of these institutions, 1936-37.

courses in the public institutions combined. On the basis of degrees alone the teachers in the non-public schools are better prepared than the teachers in the public teachers colleges and only very little less well prepared than the teachers in the public institutions combined.

This small difference between the non-public and public teacher education institutions should not be stressed too much because of the great difference in the size of the schools and the number of faculty members employed.

The School of Education of the University of Michigan, with 50.7 per cent of its faculty holding Doctor's degrees stands head and shoulders above the other teacher-education institutions in the state in faculty preparation based on academic degrees alone. The high standing of the University faculty is

TABLE 42

DEGREES HELD BY TEACHERS OF EDUCATION COURSES IN MICHIGAN
NON-PUBLIC TEACHER TRAINING SCHOOLS, 1936-37^a

School	Less than A.B.Degree		A. B. Degree		Master's Degree		Doctor's Degree		Total Teach- ers
	Num- ber	Per Cent	Num- ber	Per Cent	Num- ber	Per Cent	Num- ber	Per Cent	
Alma.	...	...	...	...	...	...	1	100	1
Albion.	...	...	...	...	2	66.7	1	33.3	3
Adrian.	...	...	...	...	1	100	...	...	1
Calvin.	...	...	...	...	2	66.7	1	33.3	3
Emanuel Mis- sionary.	...	...	...	...	1	50	1	50	2
Ferris Insti- tute	...	...	2	40	1	20	2	40	5
Hillsdale	...	...	1	33.3	1	33.3	1	33.3	3
Hope.	...	...	1	33.3	2	66.7	...	...	3
Kalamazoo	...	...	1	100	...	...	...	...	1
Nazareth.	...	...	2	66.7	1	33.3	...	...	3
Olivet.	...	...	...	...	1	100	...	...	1
University of Detroit.	...	...	...	...	3	75.0	1	25.0	4
Totals.		...	7	23.3	15	50.0	8	26.7	30

^aCatalogs of non-public teacher training institutions, 1936-37.

probably due, in part, to the large amount of graduate work offered at the University.

The Michigan State teachers colleges, on the other hand, rank last among all the teacher-education institutions in the state with respect to academic degrees held by their faculty. Only 25.6 per cent of the faculty in these institutions held Doctor's degrees, while 16.3 per cent held Bachelor's degrees and 4.7 per cent had less than four years of college preparation. If the preparation of teachers for the public schools of the state is of major importance, it seems reasonable to expect that the academic preparation of the faculty in state institutions, which

which are supported for the express purpose of preparing teachers, should rank first among the teacher-educators in the state.

Concluding Statements

Careful examination of the content of teacher-education curriculums in Michigan institutions for preparing teachers, and of the academic preparation of the faculty in charge of teacher-education in these schools, brings to light unsatisfactory conditions and indicates difficulties to be overcome in developing an efficient teacher-education program.

The curriculums in the teacher-education schools in Michigan were very similar to and compared favorably with the curriculums in teachers colleges and normal schools over the United States as a whole. Analysis of these curriculums reveals a wide and generous scattering of subject-matter, with courses required for certification forming the central point of emphasis. There is no indication of need to increase the offering in the institutions now educating teachers in Michigan. In fact the non-public institutions, by offering over two times the number of semester hours in education required for teacher-certification, are open to the criticism of over-emphasis on professional courses.

One problem which stands out in this chapter is that of encouraging schools preparing teachers to adopt a more rigorous policy of selective admission to teacher-education courses. Although some of these institutions had made significant progress toward the establishment of a satisfactory policy, many of them still admitted any student who was capable of doing college work. If there is, as reported, an oversupply of certificated teachers in the state, the present should be a propitious time to introduce such a selective program. The adoption of a selective admission policy, however, will not alone provide good teachers unless a sufficient number of talented young people can be encouraged to apply for admission to teacher-education courses. In this respect any oversupply of teachers, although creating a favorable condition for adopting a selective admissions program, might at the same time be an obstacle to such a program. Combined with the low salaries and lack of permanency of tenure, reported in Chapter VII, it would tend to discourage many capable young people from entering the teaching profession. The willingness of school

boards to employ the lowest "bidder" to teach in their schools further complicates the problem. A unity of purpose on the part of the state board of education, the teacher-education institutions, and the local school boards is essential in a successful selective admissions program.

Another problem revealed in this chapter is that of insuring the provision of adequate facilities for practice teaching. This difficulty appears to be much more acute in the non-public institutions because they do not have sufficient financial resources to pay for expert supervision and critic teaching. As a result the practice teacher is thrown largely on her own resources in developing her own methods. In some institutions the critic teacher herself is teaching her first year and is little better prepared than the student teacher. Frequent inspection by a committee appointed by the state board of education, with power to recommend approval or disapproval of an institution's program might improve conditions.

On the basis of degrees held by faculty members the non-public institutions are better prepared than the public institutions to give instruction in teacher-education. The faculties in the state teachers colleges rank lowest in the state with respect to academic training. Final conclusions, however, should not be based on degrees alone because important influential factors such as personality, experience, leadership, and ability to teach play an important part in the quality of the product turned out by the school. Other things being equal, however, the state teachers colleges, especially since they are now beginning to offer graduate work, should secure faculties with higher academic preparation.

CHAPTER IX

TRENDS AND PROBLEMS REVEALED BY THE STUDY

The preceding chapters of this study have been devoted to a careful analysis of educational growth in Michigan with especial reference to the problem of supplying the public schools of the state with an adequate number of well prepared teachers. This analysis has revealed the following trends which have broad implications for a state program for the preparation of teachers.

1. Of large importance is the trend toward centralization of control of teacher-certification. This trend culminated in 1935 in a legislative act¹ restricting the authority for certification to the state board of education.

2. The noticeable trend, during recent years, toward fewer state-approved teacher-education institutions in Michigan, has resulted in a reduction in the number of these institutions from ninety-one in 1932 to forty-seven in 1939.

3. Closely associated with the trend toward centralization is the trend toward higher requirements for teachers' certificates.

The findings of the present investigation reveal certain major problems which Michigan must face in developing a planned program to supply the public schools with well prepared teachers. These problems may be grouped under three heads: (1) improving the quality and education of the teaching staff, (2) increasing the attractiveness of teaching as a profession in Michigan, and (3) administering a planned program of teacher-education. Although the problems under each of these headings have been stated individually they are so interrelated that the solution of one is either dependent upon or affects the solution of the others.

¹Public Acts of Michigan, 1935, Act 55.

The Improvement of the Quality and Preparation of the Teaching Staff

Educators have long recognized the desirability of supplying the schools with talented teachers who have had the best possible preparation for teaching. The importance, as well as the difficulty, of improving the quality and education of the teaching personnel in the public schools has also been recognized. If, as stated in the National Survey of the Education of Teachers,¹ "the future teachers are going to exercise a much more dynamic influence in molding the new social order now so certainly emerging," the significance of this problem cannot be over-emphasized.

The presence of this problem in Michigan was indicated by the low standards of teacher-preparation as reported by the teachers employed in the public schools in the state in 1936-37, the inadequate supervision of teacher-education curriculums in state-approved teacher-education institutions, and the absence of a state-wide policy of selective admission to teacher-education courses in the institutions preparing teachers for the public schools.

Solution of this problem involves the following:

1. Increasing teacher-certification standards.--Although Michigan has been progressively increasing the requirements for teachers' certificates, and although many certificates based on inadequate preparation have been discontinued, the new Teachers' Code, which is Michigan's latest attempt to improve certification standards, still permits the certification of teachers on the basis of one year of preparation beyond high school.

2. Encouraging teachers to take advantage of opportunities available to improve their preparation for teaching.--This fact was emphasized by an analysis of conditions in 1936-37 which revealed that a large number of teachers who had been teaching for a long period of years still reported only one, two, or three years of preparation beyond high school.

3. Developing selective admission requirements to teacher-education curriculums.--The fact is widely recognized that certification to teach is not a right which must be granted to any

¹National Survey of the Education of Teachers, III, 19.

and every citizen who demands it, but a privilege to be given to those who show a talent for teaching. Michigan has made some progress toward selection of students who wish to become teachers but, as yet, no state-wide policy has been adopted.

4. Establishing closer supervision of teacher-education institutions.--The need for closer supervision was noticeable during visits to non-public institutions for the preparation of teachers. It was especially evident in the various procedures relating to directed teaching. The state has made provisions for approving teacher-preparation in these schools and has authority to supervise them in this respect, but supervision during the early period of statehood through a visiting committee appointed by the state board of education has apparently been dropped altogether during recent years.

Increasing the Attractiveness of Teaching as a Profession in Michigan

A major problem to be faced in developing a teacher-education program is that of attracting talented young people to the profession. To do this it is necessary to elevate teaching to the level of other professions demanding similar preparation. This will involve adjustment of teacher-employment conditions to make a career in teaching both possible and desirable. Failure to make these adjustments leads to the development of a transient procession instead of a respected profession. A low salary scale, which is usually accompanied by low certification requirements, tends to recruit people of little ability and thus to lower the general level of the profession. Evidences of this problem in Michigan are: (1) inequality of certification requirements, (2) inadequacy of the salaries for teachers, and (3) a high percentage of turnover among teachers.

If a more favorable attitude toward teaching is to be developed, certain difficulties must be overcome. Among these the most important are:

1. Providing salaries adequate for a career in teaching.--The teaching profession should assure economic security which will provide a standard of living comparable to that of other professions. Given assurance of security, the teacher can devote her full time and energy to her work and can afford to take advantage of opportunities for additional preparation. The present

study revealed the greatest need for salary adjustment to be in rural districts where extremely low salaries prevail. As previously reported, the average salary for teachers in these schools in Michigan in 1936-37 was only slightly more than one-half the average annual wage for unskilled labor in the country as a whole. Although Michigan has not yet taken definite action to regulate the annual salaries of teachers, the legislature has appropriated \$325,000 from the general fund annually for the state teachers' retirement fund.¹

2. Providing reasonable security of tenure for successful teachers.--Reasonable security of tenure for successful teachers not only adds to the attractiveness of the profession, but contributes to the effectiveness of teaching. It is a recognized fact that a teacher needs several years in a position to become adjusted to local conditions and approach the maximum of her efficiency in that school. There will be a certain amount of shifting within the teaching personnel among the schools in the state due to advancement in the profession. However, the fact that 44.9 per cent of the teachers in the rural schools in Michigan in 1936-37 were teaching their first year in their present position indicates a much greater percentage of transiency than can be attributed to advancement in the profession.

3. Providing opportunities for successful teachers to advance in the profession.--In teaching, as in other professions, unless there is opportunity for advancement on the basis of experience and efficiency, relatively few will make concentrated effort to improve their teaching, whereas many will probably leave the profession at the first opportunity.

4. Providing improved living facilities for rural teachers.--It is a recognized fact that living conditions for teachers in rural districts are less attractive than in larger districts and urban centers. Michigan, to date, has not taken an active part in improving the living facilities for rural teachers.

The Administration of a Planned Program of Teacher-Education

There is a growing feeling among educators that a teacher-education program should be administered on a statewide basis.

¹Public Acts of Michigan, 1937, Act 184.

The preparation, the certification, and the employment of teachers are inter-dependent and should be adjusted to each other. The improbability of uniform action under decentralized control is easily understood when the variety of institutions which prepare teachers and the variety of communities which employ them are considered. Decentralization allows individual communities and institutions preparing teachers to permit personal and community factors to affect their co-operation with any plan to elevate the standards of the teaching profession in the state. It is also probable that the preparation of teachers in the Michigan institutions where it is only a minor function may suffer from lack of proper attention unless it is supported by a state program.

In administering a planned program of teacher-preparation Michigan faces the following major problems:

1. Regulating the supply of teachers to meet the demand.-- Failure to regulate the production of teachers so that there will be neither a serious shortage nor an excessive oversupply has a detrimental effect upon the teaching profession in the state. A shortage of teachers tends to permit persons of inferior ability to secure positions, while an excessive oversupply of teachers tends to cause "bidding" for jobs and other unethical practices. Also, under conditions of oversupply, it is difficult to encourage talented individuals to enter teaching.

Michigan has been making some attempts to control the supply of teachers through centralization of authority to grant certificates and through increased certification requirements. It has only recently begun to keep accurate and complete records relating to teacher--certification and employment.

2. Organizing a central office. A recognized responsibility of a teacher-education institution is to guide prospective teachers toward subjects and fields of preparation for which teachers are in demand. To do this successfully it is necessary for the institution to have access to complete and accurate records relating to teacher-certification and employment in the state. A central office with the responsibility for carrying on a continuous study of teacher employment conditions would provide the necessary machinery for keeping such records and would make it possible to supply teacher-education schools with summaries of these records to be used in counselling students.

3. Taking the office of state superintendent out of politics.--It is commonly recognized by educators that the office of state superintendent of schools should not be political. The following quotation indicates that some attention is being given to this problem at the present time:

That this Conference urges the reorganization of the State administrative plan for education by enlarging the state board of education and charging this board with the responsibility of selecting the State Superintendent of Public Instruction in order that the administration of education may be non-partisan and that continuity in program planning may be more effectively secured.¹

4. Supplying rural districts with well prepared teachers.
--Although Michigan has made some attempts to improve conditions in rural schools through certification requirements and by creating special provisions for the preparation of rural teachers, these teachers present the weakest link in the state program for the preparation of teachers. The average amount of preparation beyond high school as reported by teachers in the rural ungraded schools in Michigan in 1936-37 was below the minimum suggested in the National Survey of the Education of Teachers. In the face of this inadequate preparation on the part of the teachers in service the state still permits the certification of teachers for the rural schools who have had only the one year of preparation beyond high school which may be taken in a county normal.

The findings of the study indicate a state program for preparing teachers for the public schools in Michigan involves: (1) a continuous study of the factors affecting such a program, (2) a state-wide educational program to create favorable public opinion, (3) recognition of the major factors and problems involved in setting up a state teacher-education program, (4) assumption by the state of the responsibility for the solution of these problems, and (5) educational leadership which will guide the state in this solution.

¹Resolution of Citizens' Conference on Education. Lansing, Michigan, February 8, 1939.

